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The publication of the first issue of
THE JOURNAL OF SOCIAL WORK PROCESS
sponsored by the Faculty of the School.

Volume I November, 1937 Number I

THE RELATION OF FUNCTION TO PROCESS IN SOCIAL CASE WORK

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Distributors: CENTAUR BOOK SHOP
204 South Juniper Street Philadelphia

150 pp. Boards $2.00 Per Copy Postpaid

The University of Chicago
School of Social Service Administration

ACADEMIC YEAR 1937-38

Winter Quarter begins January 3

Spring Quarter begins March 28

SUMMER QUARTER, 1938

First term, June 17 - July 22

Second term, July 25-August 26

THE SOCIAL SERVICE REVIEW
Edited by GRACE ABBOTT
A Professional Quarterly for Social Workers

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State of New York, } ss.
County of New York, }

Before me, a Commissioner of Deeds, in and for the State and county aforesaid, personally appeared Paul Kellogg, who, having been duly sworn, according to law, deposes and says that he is the Editor of THE MIDMONTHLY SURVEY and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation, etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 411, Postal Laws and Regulations, printed on the reverse of this form, to wit:

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Commission Expires April 14, 1939.

THE SURVEY for December 1937, Vol. LXXIII, No. 12. Published monthly and copyright 1937 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Street, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

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THE MIDMONTHLY SURVEY

SURVEY ASSOCIATES, INC.

Publication Office:
762 East 21 Street, Brooklyn, N. Y.
Editorial Office:
112 East 19 Street, New York
To which all communications should be sent

THE SURVEY—Monthly—$3.00 a year
SURVEY GRAPHIC—Monthly—$3.00 a year
SUBSCRIPTION TO BOTH—$5.00 a year.

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

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DECEMBER 1937 CONTENTS VOL. LXXIII No. 12

Frontispiece 370

Public Medical Care
Pronouncements and Progress ..... MICHAEL M. DAVIS 371

Chicago's Unemployables ..... CLARA PAUL PAIGE 373

The Business of Leadership ..... SANFORD BATES 375

A New Day for a Juvenile Court ..... WENDELL F. JOHNSON 377

Social Agency Boards and How to Serve on Them
2. In a Changing Scene ..... CLARENCE KING 378

25 Survey Years—25 to Go 380

The Common Welfare 382

The Social Front 384
Public Assistance • Relief • Among the States • Concerning Children • Labor Legislation • The Labor Front • Against Crime • Compensation • Schools and Education • Old Age Insurance • Welfare Budget • Against Disease • Health and Sanitation • Professional • Junior League • People and Things

The Pamphlet Shelf 394

Readers Write 395

Book Reviews 396

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So They Say

• The great problem of the feeble minded is that there are so many of us.—*The late* JOSEPH H. CHOATE.

• Social reform is the final objective of all social work.—EDITH ABBOTT, *School of Social Service Administration, University of Chicago.*

• I am willing to stop worrying about the unemployed when there are no more unemployed—but not until then.—HARRY L. HOPKINS, *WPA administrator.*

• We forget that we deal with young men. We think we see red when what we really see is green.—DEAN HERBERT E. HAWKES, *Columbia University to Association of American Colleges.*

• Men who are radicals more often talk in their sleep than the non-radicals. Women radicals talk in their sleep less often.—MAURICE H. KROUT, *Chicago City Junior College, to American Psychological Association.*

• The thinker's search for truth has been traditionally bound up with formal techniques of exposition in which the logical couplings of thought called for as much attention as the matter thought about.—THOMAS H. BENTON *in Common Sense.*

• A new profession comes into being whenever there is a widespread demand for special expert services which can be performed only by those who have mastered a mass of technical knowledge and are able to apply it independently in novel situations and in unforeseen emergencies.—CHANCELLOR SAMUEL PAUL CAPEN, *University of Buffalo.*

• I believe that America is dance hungry.—ANNE MORGAN, *New York.*

• Most of our questions of public policy are matters of more-or-less rather than of yes-or-no.—*Editorial, The Christian Century.*

• Our present system of relief cannot continue indefinitely any more than it can stop suddenly.—MAYOR LA GUARDIA, *New York.*

• I have always thought that it would be interesting if some insurance company would work out the expectancy of life of a theory.—M. MAXWELL REED at *N. Y. Times National Book Fair.*

• Unless job security can be provided, social security is impossible except in the form of benefits and grants.—PROF. WILLIAM HABER, *University of Michigan, to Illinois Conference on Social Welfare.*

• The best guarantee of permanency of the general old age pension is the fact that the number of taxpayers who expect to die young is never enough to win an election.—DAVID CUSHMAN COYLE, *in Age Without Fear.*

• Ministers who stand before the public and urge the police to make more arrests for moral delinquencies for which the nightstick is no salvation, are only complicating the problems of American youth.—ANNA M. KROSS, *city magistrate, New York.*

• You can't preach adult education unless you practice it.—FREDERICK P. KEPPEL, *president, Carnegie Corporation.*

• I think that a man ought to be hung on a tree if he advocates overthrow of government.—GOVERNOR FREDERICK P. CONE, *Florida.*

• Personality isn't what a person does but what a person doesn't.—DR. JAMES S. PLANT, *director, Essex County Juvenile Clinic, New Jersey.*

• To follow the course of good books in library circulation is to gain new faith in democracy.—ALVIN JOHNSON, *The New School for Social Research.*

• Mother love is the only element with which I have come in contact as a college president which makes me think less of human nature.—WILLIAM ALLAN NEILSON, *president, Smith College.*

• How to establish an equilibrium between the equality of educational opportunity and the inequality of human ability is one of the most intricate problems of our civilization.—EDWARD C. ELLIOT, *president, Purdue University.*

• Our present complex social structure requires the development of a new social virtue, not in contradiction but in addition to the traditional ideals of personal accomplishment, independence and undertaking spirit. This new group ideal is the sense for order and cooperation.—DR. FRANZ ALEXANDER, *Institute for Psychoanalysis, Chicago.*

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Uncle Sam's First Unemployment Census

Wide World

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Harris & Ewing

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THE SURVEY

DECEMBER 1937 VOL. LXXIII NO. 12

Public Medical Care

PRONOUNCEMENTS AND PROGRESS

By MICHAEL M. DAVIS

THIS is a report, not an "article." It is a report of progress; with some notes of the processes whereby medical care supported by local, state or national taxation has become a subject for anxious consideration by administrators and for the constructive deliberation of physicians.

Before the depression, we had annually some $400 million worth of public medical care in this country, mostly in hospitals supported by government units and mostly from the tax funds of the states, cities and counties. This does not count tax expenditures for public health departments. Nobody knows exactly how much money is spent out of taxes for medical care today, but we do know that more care is furnished at the public expense than was furnished ten years ago, and especially that more home care is supplied for people who cannot themselves pay for it. Welfare officers of cities, counties and states are now trying to adjust organization and services to post-depression demands. The recent declaration of a national committee of physicians in favor of the expansion of public medical care is evidence that progress may be found in pronouncements as well as in action.

The welfare administrator of a western state wrote me recently to say, in substance: "We are trying to organize a system of public medical care. What is the best system?" There is no answer to that question. There is experience, and there are numerous lessons from that experience; but the tablets of the law that will tell anybody just what to do cannot be displayed for the simple reason that they have not yet been written. The welfare officer of a middle-sized eastern city called on me a while ago with a sheaf of administrative problems: "Our public medical services are a headache. Home care is furnished by a panel of physicians on which every licensed doctor can serve if he wants to, and from which every patient can choose the physician he wants. But as it's working out, costs and complaints are mounting." Her problems had to be met with questions rather than solutions: What medical supervision have you? How strong and diligent is the committee of your county medical society? What is your method of paying the physicians and of relating payment to services? Would the experience of some counties in Iowa, or of the city of Windsor, Ontario, be helpful to you?

In 1933-35, the Federal Emergency Relief Administration developed a system of home medical care for families on relief which was widely but far from universally applied throughout the country. When federal funds were withdrawn from direct relief and therefore from medical care in the states and localities, there were frequent local reductions in the amount of medical care supplied, but by and large we have not descended to a pre-depression level in the amount of home care.

The hospitals also have entered the picture. Only about 400 cities or counties throughout the country have general hospitals supported by the local governments, and even in these places the number of hospital beds rarely is sufficient to care for all the people who cannot pay hospital bills. Voluntary hospitals in these communities have commonly carried a portion of this load, and in several thousand cities and counties which have no governmental hospitals, the voluntary hospitals have had to carry all of the load. Consequently, government funds, chiefly from cities and counties, to a less extent from the states, have been used in increasing measure to pay non-governmental hospitals for care furnished to public charges. Examples of this, as in New York City, existed for many years before the depression, and the policy has been extending.

Sir Arthur Newsholme remarked of Great Britain: "The efficiency of medical aid is reduced by inadequacy in its provision and by discontinuity in the work of the different doctors undertaking it." If Sir Arthur were to explore the American situation during his present visit to this country, he would find American illustrations exceeding any English imaginings. The hastiest survey will show states and localities in which different types of medical care, though needed in the same community by the same families, are severally supplied by different bureaus or departments of governments. Again, medical care for a particular group, children for example, may be furnished by a specialized agency uncorrelated with other medical and social work

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Principles and Proposals by the Committee of Physicians

PRINCIPLES

1. That the health of the people is a direct concern of the government.
2. That a national public health policy directed toward all groups of the population should be formulated.
3. That the problem of economic need and the problem of providing adequate medical care are not identical and may require different approaches to their solution.
4. That in the provision of adequate medical care for the population, four agencies are concerned: voluntary agencies, local, state and federal governments.

PROPOSALS

1. That the first necessary step toward the realization of the above principles is to minimize the risk of illness by prevention.
2. That an immediate problem is provision of adequate medical care for the medically indigent, the cost to be met from public funds (local *and/or* state *and/or* federal).
3. That public funds should be made available for the support of medical education and for studies, investigations and procedures for raising the standards of medical practice. If this is not provided for, the provision of adequate medical care may prove impossible.
4. That public funds should be available for medical research, as essential for high standards of practice in both preventive and curative medicine.
5. That public funds should be made available to hospitals that render service to the medically indigent and for laboratory and diagnostic and consultative services.
6. That in allocation of public funds existing private institutions should be utilized to the largest possible extent and that they may receive support so long as their service is in consonance with the above principles.
7. That public health services, federal, state and local, should be extended by evolutionary process.
8. That the investigation and planning of the measures proposed and their ultimate direction should be assigned to experts.
9. That the adequate administration and supervision of the health functions of the government, as implied in the above proposals, necessitates, in our opinion, a functional consolidation of all federal health and medical activities, preferably under a separate department.

The subscribers to the above principles and proposals hold the view that health insurance alone does not offer a satisfactory solution on the basis of the principles and proposals enunciated.

for the same families. Hospital services are likely to be uncorrelated with home services and to be operated by divisions of state or local governments which are unconnected with either the welfare or the health departments. There are states in which a dozen different bureaus or departments are administering different kinds of medical care for different categories of people without any central plan or organized relationship. In counties and cities the lack of coordination is equally apparent.

However, correctives are beginning to be applied. Studies by several state planning boards and similar bodies, and advisory services by official and voluntary agencies within the states and nationally, are beginning an inevitable movement towards more coherent organization. Of much significance is the appointment by the American Public Welfare Association this autumn of a consultant in medical care, Dr. Gertrude Sturges, who, it may be anticipated, will assemble facts which will help state and local welfare officials everywhere.

There has been an important forward movement of medical societies in this matter. Before the depression a few medical societies, chiefly in agricultural counties, had undertaken definite responsibilities, under the governmental authorities of the area, for providing medical care for the "indigent." During and since the depression, many more local medical societies and many of the state societies have undertaken to organize and supervise home medical care. This increase in the organized participation of physicians has brought problems to public administrators, but it is most wholesome. From the standpoint of service, as distinguished from that of organization, the physician is of course the central figure in this picture.

During this same period of expanding and confused action, and rather independently thereof, physicians have been giving more attention than ever before to the public relations of medicine. The controversies which followed the reports of the Committee on the Costs of Medical Care in 1932 have been developmental as well as acrid. A report of the Michigan Medical Society, after a survey of conditions in that state made under its auspices in 1933, included constructive plan-making. More striking evidence of the same sort was offered the American people on November 7, 1937, when a committee of some 430 physicians, including many of national distinction, made public the "principles and proposals" which are quoted on this page. A statement of this Committee of Physicians, issued at the same time as the "proposals," contains significant information concerning their origin and intent.

> . . . As a contribution to the discussion of the subject of medical care in the United States, this self-appointed group of medical men, finding themselves in agreement, has formulated certain principles and proposals anent such care. . . . They hope that these principles and proposals may suggest the lines along which effort may be made by voluntary, local, state and federal agencies to improve medical care.
>
> It is recognized that the medical profession is only one of several groups in which "medical care" is of vital concern. Close cooperation between physicians, economists and sociologists is essential. Nevertheless the medical profession should initiate any proposed changes, because physicians are the experts upon whom communities must depend. Unless the medical profession is ready to cooperate with these other groups, they cannot expect to play successfully the part which they should play, nor can they expect to enlist the sympathetic understanding of legislative bodies. . . .

It is possible that the "principles and proposals" might have received little public attention last month had they not been issued, like the report of the Committee on the Costs of Medical Care five years earlier, amidst controversy. In October the *Journal* of the American Medical Association attacked them as threatening the medical profession with the dangers of state medicine, and accused the signatories of being "unthinking," if not disloyal. In the teeth of this weighty official criticism, the theses of the Committee of Physicians nevertheless were nailed to the public wall. Controversy incites publicity. The "proposals" were front page news. The public reaction, to judge from the newspapers, has been unfavorable to the attitude of the official medical journal. Of more than a score of editorials which I have seen in papers from many parts of the country, all, with a single exception, commend the Committee of Physicians either for the subject matter of their statement, or for their courage in issuing something constructive, or for standing for the principle of freedom of discus-

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sion within the organized medical profession. The one exception is the *Christian Science Monitor*.

Behind the AMA's criticism lies more history. The report of the American Foundation, issued early last spring [see *Survey Graphic*, May 1937, page 270] summarized the opinions of over two thousand physicians on the public relations of medicine and led to the preparation of the principles and proposals, first by a small informal group of medical men. The New York State Medical Society officially adopted resolutions which were modified from but bore considerable resemblance to the proposals, and requested the endorsement of the resolutions by the American Medical Association at the annual convention last June. The New York proposal was tabled and a resolution adopted of a general character stating the readiness of the American Medical Association to cooperate with any governmental or other appropriate agency "upon direct request." Conferences with federal officials, including President Roosevelt himself, were held by some of the physicians who had drawn up the original "principles and proposals." Requests for additional signers were privately circulated so that over 400 signatories had been secured by November 7.

The general reader may inquire whether this is more than a tempest in a professional teapot. It is much too soon to judge whether any permanent medical current has been set in motion. Moreover, the "principles and proposals" are very general in character. They may be taken to mean much or little in the way of increased public responsibility for medical care. The statement, for example, fixes no position one way or the other regarding health insurance. All that is said is the truism that "health insurance alone does not offer a satisfactory solution." The experience of every European country long ago demonstrated that. Only time will show the relation between pronouncement and action. Certainly it is significant, however, that a large number of distinguished physicians have united upon a program which, however its details may work out in the future, at least contemplates constructive dealing with the public in behalf of the improvement of medical services and their extension to those who need them.

Chicago's Unemployables

By CLARA PAUL PAIGE

Director of Family Service, Chicago Relief Administration

WHEN we of the Chicago Relief Administration were called upon to divide the people on the relief rolls into "employable" and "unemployable" we recognized our fallibility in classifying any human being as unable to earn. The cold terms "employables" and "unemployables" were used, therefore, with mental reservations and with no assurance of the finality of our judgment.

In the beginning of our use of the terms the employables greatly outnumbered the unemployables on the rolls. By the spring of 1937, however, the proportion of unemployable cases to the whole relief load was greater than during the first years of the depression and was increasing. It was clear that we needed to know more about them. Why were they unemployable? Could they be made employable, and how? Therefore, at the direction of Leo M. Lyons, commissioner of relief of the City of Chicago, the statistical department of the Relief Administration, under E. E. Ferebee, planned a study of the unemployable cases receiving relief from the CRA. Called in consultation were the family and the medical services of the CRA and an advisory committee from the community, with membership including representatives of the private social agencies, the Chicago Council of Social Agencies and the faculty of schools of social service. The facts which it was decided to seek were drawn from the case records of the Chicago Relief Administration by the workers having first hand knowledge of the families concerned.

As cases are opened and closed daily, a date was set (May 15, 1937) upon which all unemployable cases open in the agency were to be listed for study. On that date we had 39,973 cases, containing 87,043 persons, reported as unemployable. Schedules for the inquiry were prepared for the adult members of each family and careful instructions were issued for their use. The completed schedules, after being checked by members of the statistical service assigned to the district office for that purpose, were sent weekly to the central statistical department for tabulation.

Definitions agreed upon, to determine into which classification a given case fell, were:

An employable case is one having one or more employable persons.

An employable person is one between eighteen and sixty-four years of age who is working or able to work, who is not engaged in the care of a family or attending school and whose health or behavior habits are of such a nature that employment would not be detrimental to his health or safety or to the health or safety of others who associated with him.

An unemployable case is one having no employable person.

We realize that this definition is narrow in the light of present day conditions. It does not include among the unemployables the many mature workers—under sixty-five, it is true, but old from the standpoint of industry, who are let out of jobs they have held for years; the worker who has lost his skill because of continuous unemployment; the worker whose particular skill is no longer in demand because of technological changes in industry. These, if able-bodied, we class as "employables."

We undertook the study knowing that figures could never tell the whole story and that individual situations which seem to fall in categories have a way of escaping them. For example, there was—call him John Brown. He is armless, born that way, and unemployability seemed the proper classification for him. But having ambition and a good intellect he has finished his pre-legal training at a YMCA college and is now in a law school, his books and tuition charges provided by the Board for Vocational Education. Or consider Joe Smith—which isn't his name—now twenty-four, an infantile paralysis cripple since he was two years old, for whom a course of training in a commercial art school will terminate in an assured position.

In spite of the fallibility of judgment in such cases, we began the study of this group, unemployable by rule of thumb, scanning case by case to see if they were properly classified. We wanted the study to tell us more than the

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situation of the moment, and hoped to overlook no single fact that might be useful in future planning. We tabulated by nativity and color, by sex and age, and by the reasons that seemed the primary cause of unemployability. Were these people ill or crippled, were they too old to hope for future work, or were they just needed in the home?

Over half of the unemployable cases were so classified for social reasons or because of their age. Some of these were young people who, although of working age, were still in school. Others were mothers caring for their children or for an invalid in the family; or they were pregnant women, or men and women beyond the age when it was at all probable that work might be secured. Sixty-five years was the age set as the dividing line between probable and improbable employment. In the classification the 16,325 homemakers caring for children or invalids (or both) bulked largest; persons over sixty-five numbered 8160 and children in school, 664.

Excepting its older members, we recognize this group of unemployables as a changing one. The mother may be released when her children no longer need her care in the home, or the sick member of the family may recover, or the young people graduate or discontinue school attendance and start earning.

It was not this group, therefore, that was subjected to further analysis but the group classified as unemployable because of some mental or physical disability. It numbered 22,729 persons.

Our first step was to list carefully, under eighteen different headings, the disabilities given as primary reasons of unemployability. The largest number of cases, 4194 or over 18 percent, fell under the heading, Injury or Defect. Next came 3327 cases, approximately 14 percent, under heart diseases. Mental and nervous ailments accounted for only 10.2 percent of the group. Almost half, 48.2 percent were known to be under medical care. A small number, 6 percent, did not require such care and the needs of the remainder were not known. The possibility of unmet medical needs always is a challenge to an organization such as ours. Experience has taught us that "referring for medical care" does not always mean that the client receives that care. Sometimes, with all arrangements made for him to go to a clinic, he simply does not go. Perhaps he prefers a private physician, or another clinic, or lacks faith in doctors. Perhaps the weather was bad or perhaps he shrank from the inevitable waiting in dispensaries. In any case there are unpredictable factors with which even a relatively adequate medical program must reckon in the long task of trying to get under medical care the many who doubtless need it.

Next we considered how long these disabilities might continue. We found that about 40 percent of the group were permanently and about 7.5 percent temporarily incapacitated. For all the rest, over half the group, the probable duration of the disability was not known.

When it came to estimating the possibilities of rehabilitation for these mentally and physically disabled people it was the judgment of the case workers who knew the families and the conditions of their disabled breadwinners, that the prospects of ever working again were hopeless for 8356 of them, about one third of the group. For a smaller number, 3865, there was a possibility that, recovered from illness, equipped with the proper medical appliance or given some retraining they again might earn their livelihood. For 10,511 persons the prognosis was "doubtful."

Because of the probability that the prospects of reemployment were greater for those who had not been too long away from any sort of paid work, we analyzed the work history of the group. Interestingly enough we found that 57 percent had been employed at some time during the past five years, the men in larger numbers than the women. About one fourth had not worked during the last five years and a much smaller number, 18 percent, had never worked.

Our unemployables were not young. As we moved down the age groups from decade to decade their numbers decreased. The number was largest between fifty-five and sixty-five years. There were 7933 of this age, 6000 between forty-five and fifty-five; approximately 5000 between thirty-five and forty-five and in the span between eighteen and thirty-five years of age, only 3347.

As a close-in sample on age as a factor in unemployability, always of course by our admittedly fallible definition, thirty-two names drawn at random from the "hopeless" list showed sixteen cases sixty years of age or older; only two less than forty. By comparison fourteen names drawn from the "hopeful" list showed none beyond sixty; four each in the fifties, forties and thirties; two in the twenties.

On physical incapacity as a factor a few close-ins, again taken at random, show typical situations:

A man of forty, a wife and three minor children, who earned $18 a week until in 1931 he developed a degenerative disease of the spinal cord. Medical reports indicate progressive deterioration though he may live indefinitely. He is now in a wheel chair.

A nurse of forty-six with carcinoma of the colon, constantly in and out of the hospital, who has had twenty-seven operations to maintain bowel elimination.

A man of thirty-five, wife and three children, with a severe progressive cardiac disease and ulcers with constant hemorrhage, either condition precluding the slightest exertion.

A man of forty-seven, wife and two children, an unskilled laborer who worked with fair regularity until early this year when he developed a hypertensive heart disease. The doctor states that he is incapacitated for any type of work for the rest of his life.

A single woman of sixty-one, a housemaid all her life, who in 1932 developed diabetes and a throat condition requiring a tracheotomy. She since has been able to take nourishment only through a tube inserted in the throat. The clinic reports that she never again can work.

No formal attempt has been made as yet to analyze and interpret the findings of this study for purposes of planning. However, some of the facts point toward certain lines of action for ourselves and for other interested agencies. A full use in Illinois of the provisions of the federal social security act would doubtless provide for many. An analysis of the 14,724 homemakers who are caring for children very possibly might show that many more qualify for aid under the liberal provisions of the aid to dependent children section of the federal program than under our present mothers' pension legislation.

Should new categories be added to the social security provisions we should welcome the addition of "invalidity assistance." Such provision for the disabled and chronically ill would assure them regular aid from state and federal funds, thus lessening the residue of the relief load subjected to the vicissitudes of a locally-financed program.

One immediate result of this review of cases has been a renewed consciousness on the part of the case workers of unmet medical needs. So many referrals have been made because of health needs that available clinic and hospital

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facilities have been overtaxed, and appointments are now being made for three months in advance. Another result is a greater consciousness on our part of such resources in the community as the Junior Counselling Service and the Service to the Handicapped of the Illinois State Employment Service, Works Progress Administration classes and the National Youth Administration school aid program. We realize that while making a fuller use of these facilities we should also use the facts of this and similar studies to urge additional vocational training facilities for persons for whom specialized training may mean ultimate independence.

Still another result has been that, from the sifting and sorting of the records of human beings in distress, we have been able to see the proportions of the group with the least ability to help themselves, and to assume greater responsibility for them. When funds were low, as they frequently have been, we knew the number of most helpless families under our care, and with that in mind could and did plan the distribution of such funds as we had. For example, we gave full rent to those families with no able-bodied potential wage earner, and only partial rent to the others.

With our best efforts at rehabilitation, we can rescue, here and there, perhaps a few hundred of these unemployables, the number depending upon our resourcefulness and ingenuity. But what of the many more hundreds for whom a life of self-support and financial independence cannot be anticipated? Can we compromise and accept for them a program of less than adequate relief and adequate service? We do not think so. We believe we should have a relief program that will permit this residual group to live with reasonable security and comfort as folk participating in and contributing to the life of the community, each according to his ability. We believe further that the homes maintained by this program should be of a sort that will permit the children of these families, and there are many hundreds of them, to grow up in a decent, self-respecting setting. We believe that, in terms of citizens of the next generation, the investment will be justified.

The Business of Leadership

PALO ALTO PUBLIC LIBRARY READING ROOM

By SANFORD BATES

Executive Director, Boys' Clubs of America

IS leadership a business that can be taught or learned and if so, how? Is "boys' work," hopefully defined as the task of leading youth toward the realization of higher ideals of citizenship, a business, a profession, a career, an avocation, a spare time activity or a mere outlet for one's altruistic proclivities? Where are these leaders to come from? For years we have heard tales of how the great corporations send their representatives in May and June of each year to look over promising young livestock about to be turned out into the world by our great universities. Who is there in this land of progress that is charged with the responsibility of doing the same thing with an eye to discovering leaders in the work with underprivileged boys? Do men go into the work of being boys' club leaders because they feel themselves qualified for this work, because it is an easy job, because it leads to a career, because they like boys, or because there is money in it? Has anybody cared enough about the problem to explain to the men in our colleges, or even to our college deans, what kind of worker is needed in our boys' clubs?

The business of being a social case worker is becoming more and more an exact science. There are some definitely accepted techniques which a young social case worker can master. It is not contended that the possession of these techniques will make an acceptable social worker unless there is a fundamentally fine character upon which to build. But I think we can admit that there is a difference between a skilled social worker and one who is not.

Likewise, we have long realized (if we have not, our practical business friends will remind us) that there is a group of very valuable people in this world who are not case workers and who probably would not be made much more valuable or helpful if they had a knowledge of case work, and yet they know a lot about their fellow-men and how to bring out what is good in them. I am not just sure what we used to call these people. For the last few years some of them have been known as group workers. Possibly they themselves would not recognize such a classification. Modestly we admit that we have not arrived at the point where we know exactly what group work is, but we have formed a National Association for the Purpose of Studying It. Perhaps it is difficult to define a group worker because of the presence of intangible elements in the make-up of a successful one. We like to say that a person to be a useful playground director, YMCA secretary, or boys' club executive must have character and integrity and personality. These are all dreadfully general things. In fact, they are so general that it is easy for almost any local boy to possess them, at least in the opinion of his political friends who are anxious to see him land a job. When we try to itemize more specifically the traits that are essential in a good boys' worker—honesty, frankness, patience, cheerfulness, energy, athletic prowess, insight, good health and moral integrity—we become a little clearer as to the type of person we should select, but we are not much farther along in determining how we should train him.

It is true that a man needs a broad outlook on life and that a general education helps broaden that outlook. It is true that a philosophical disposition helps us over many a difficult bump in the road of life and that such a viewpoint can be acquired by reading the right kind of literature. It is true that a knowledge of the rules of hygiene assist us in maintaining a healthy body. But by and large the attributes that distinguish a high class group worker are those he was born with rather than those he has acquired. Nevertheless we can all agree that the best man ever born will be a better man after he is educated.

Equal in importance to the matter of education is the task of recruiting the right type of man for training. This is why Boys' Clubs of America invited a group of educators to meet recently to discuss these questions. The response to the invitation was gratifying in the extreme. Who would not have welcomed the opportunity to sit around a table with people like E. C. Goldsworthy of the University of California, Stevenson Smith of the University of Washington, Robert W. Kelso of the University of Michigan,

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Harrison Dobbs of the University of Chicago, William I. Newstetter of Western Reserve, Stuart Jaffary of Tulane, Harold Meyer of the University of North Carolina, H. H. Axworthy of New York University, Father Pouthier of Fordham, Walter W. Pettit of the New York School of Social Work, Ray Hoyer of Notre Dame, Charles E. Hendry of George Williams College, William F. Byron of Northwestern, L. K. Hall of Springfield College and Margaret C. Norman of Catholic University. The character of the discussion, the tolerance, intelligence and good temper displayed by these folk and by the group of boys club men who sat with them was just what you would expect in such a distinguished group. These people had already been wrestling with the problem of fitting college men into jobs. They were keen to discuss, first, the innate qualifications for which they should look in a young man before recommending him to this specific type of group work; second, what the curriculum content should be and third, what effort should be undertaken to secure for these candidates positions of promise and usefulness in this field.

IT was generally agreed that qualifications for a boys' club worker should include fundamental integrity of character, high moral purpose, capacity for growth, devotion to the work and belief in the high calling of the profession. He must be of a social disposition and have the peculiar faculty of being liked by others. He must not arouse antagonism or be the subject of fits of depression or neurasthenia. Enthusiasm, youthful spirit, human understanding and wise sympathy are attributes always in demand. Business ability, energy, capacity for hard work and ability to interpret his work to the public, together with the possession of physical health, were described as essential. A general educational preparation of college graduation or a carefully defined equivalent should be required.

The extent to which training for group work differs from training for case work was discussed as well as the relation between general educational preparation and preparation for the special field of group work. The point in the educational preparation at which field work should begin was touched upon. Early inquiry into the adaptability of college men for actual character building or leadership work was found to be advisable. Professor Dobbs of Chicago and Mr. Hendry of George Williams laid out a definite plan for curriculum on three separate levels. First, the level of general educational preparation, represented by the undergraduate period emphasizing in the junior and senior years at least, studies of sociological, biological and psychological nature. The second level of more specific preparation to be undertaken in a one or two-year course in a graduate school of social administration or a specialized school of social work, with a shorter and more intensive course on the third level, pointing a candidate for a position in the boys' work field. In this third level field work with the agencies was admitted to be a requisite and membership on the faculty for officials from the national agencies concerned was recommended. Father Pouthier felt that the national group work agencies should assist the schools of social work in building up the correct curriculum in much the same way that the courses in case work have been developed.

Mr. Hendry held that the specific collegiate or post-graduate training for group workers might be described under six headings. First, a general introductory course which would consider the field and function of group work in the light of the new sociology of leisure. Second, a number of courses including philosophy of principles and techniques; principles and methods; individual guidance, realizing that work with individuals in a group work agency is different from that in a case work agency; group guidance, including group therapy, neighborhood and community center work with boys; administrative principles and methods of public relations and the interpretation of work to the community.

The third general bracket would include specialized activity courses, skill courses, and the fourth, work in other fields that impinge upon group work. In the fifth would be found field work, graded and carefully supervised, and in the sixth the specialized course and an induction plan developed by the agency hiring the candidate.

An interesting discussion revolved around the whole matter of curriculum content. It was pointed out that even with Mr. Hendry's carefully worked out curriculum, the candidate need not make up his mind as to the exact type of group work that he would engage in until the very end of his course. It was interesting to note the belief that 90 percent or more of the training to be given to the boys' work leader was of a general group work nature rather than special training for boys' work.

The results of this conference may have a far-reaching effect. Colleges may know better what kind of men to steer towards a career of boy leadership and what is proper to include in their curriculum for the training of such men. Certainly it should give boys' club leaders increased determination to broaden the viewpoint and deepen the influence of their personnel throughout the educative process. We should not be beguiled by possibilities of in-service training or by the inevitable three-day institute or short course plan. United demand for a general educational background with a thorough preliminary training is the only safe method to follow if group work is to become a career, not an avocation.

THERE are always three divisions in the problem of personnel and group work—recruiting, training, and placement. It would be idle to concentrate on the solution of the first two and then be confronted by the unfortunate situation of finding scores or hundreds of likely young men who have spent several years in college preparation unable to find positions in what they were led to believe was a career service. There are those of us who believe that the realization of the third objective will follow naturally upon the achievement of the first two. As ex-President Hoover pointed out at the conference, it was necessary properly to train a school teacher before the demand could be made that suitably trained teachers be employed. If we can induce our colleges to interest suitable men in the attractiveness of boys' work as a career, if we can give such men that practical yet inspirational type of training to sharpen the inherent personality traits which make a man liked by his fellows, it ought not to be difficult to bring boards of directors and policy-making officials to the acceptance of the principle.

The business of leadership in group work or leisure time guidance is just as much a business as is steel, textiles, or transportation and there is even more reason that in this, the most fateful business of all, sound and far-sighted principles for recruiting, training and placement should prevail. It may take many more conferences and much persistent effort to bring it about, but I am satisfied that a good start has been made. Certainly the autumn meeting of educators and boys' work leaders laid down a base line for future planning and growth.

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A New Day for a Juvenile Court

By WENDELL F. JOHNSON

Director, Social Service Federation, Toledo, Ohio

WHEN a schoolboy startled Toledo recently by shooting his principal and then himself, the town was remarkably free from the usual hysteria that follows a tragedy of this sort. Significant was the comment of a newspaper editor in his daily column: "It is comforting that if this boy recovers, and his case goes to court, we have here in Lucas County a juvenile judge and a probation machinery which is unusually intelligent and well equipped for such an extraordinary proceeding."

It is less than a year since Lucas County, Ohio, installed a new judge of the court of domestic relations and juvenile court, but in that time an amazing transformation has taken place in the handling of children's cases and divorce hearings.

The probation department has had a complete change of personnel, the old political appointees being replaced by a chief probation officer and staff chosen on the basis of training and experience. The Juvenile Detention Home has been converted into a child study institute, headed by a psychologist brought from a children's clinic and staffed by case workers with a background of psychological training. Divorce applications, as well as juvenile court complaints, are routinely cleared in the social service exchange, followed by a summary of information on the family from other social agencies, which is made available to the judge before the hearing.

The physical set-up of the court has been altered. Whereas, under the old regime, divorce hearings attracted large crowds of curiosity seekers, eager to hear all of the lurid details, the new judge holds these hearings in a small room to which are admitted only the persons immediately concerned. This has released space for private offices and interviewing rooms for the probation staff in the interest of greater privacy for parents and children.

Not only is the new judge using case work service as an aid in making decisions regarding custody of children in divorce cases. His trained probation staff also is utilizing as never before the facilities of children's agencies to provide needed care for particular children, and he has prevailed upon the county commissioners to pay board for both dependent and delinquent children in boarding homes when such placements seem advisable and parents cannot pay.

When the National Probation Association sent Francis Hiller to make a survey of the Toledo juvenile court in 1931, he found little to praise and much to criticize. Political appointments of probation officers who lacked both general educational background and special training; failure to use the social service exchange; lack of coordination with other social agencies; slipshod records; inadequate probation work and absence of protective work for neglected children—these were the conditions described in Mr. Hiller's report. Today these faults have been corrected.

The survey was made at the request of a group of social agency executives and the Toledo Rotary Club. When it became evident that the judge then on the bench intended to ignore the recommendations made in the report, a large citizens' committee was formed, representing forty-five civic organizations. After an effort to get action, this committee soon decided that no improvement could be expected until the expiration of the judge's term of office at the end of 1936.

A year before the scheduled election, the group began a search for an available candidate to run against the incumbent. They chose Paul W. Alexander, an assistant prosecuting attorney, graduate of Harvard Law School, active in the YMCA, member of the board of a community house. He had held a number of appointive offices, but did not relish the idea of campaigning for an elective office. He finally agreed to run, provided he were indorsed by the Bar Association. That indorsement was given.

IT was a hard campaign, for the incumbent judge, although seventy-eight years old, had forty years of successful political campaigning behind him, and throughout his years on the police bench and later in the juvenile court, had built up strong political support. Various strong elements in the community rallied around the new candidate. Protestant ministers and Catholic clergy came out openly for him. The secretary of the League of Women Voters resigned in order to assist in his campaign. Social agency boards for the first time encouraged their staff members to work for his election. He won by a substantial majority.

Once elected, Mr. Alexander began to prepare himself for his new position. He visited the best juvenile courts in other parts of the country. He consulted the National Probation Association. He devoured all the reading matter he could find on the subject. He counselled with social agencies in touch with the problem. Although court positions were not required by law to be filled by civil service procedure, he asked the State Civil Service Commission to conduct examinations for probation officers and required the existing staff to take them if they wished to be considered for reappointment. He asked the commission to waive its usual requirements as to residence within the state, and through the National Probation Association he sought trained workers throughout the country who would submit their applications. Charles L. Chute, of the Probation Association, participated in the oral examinations, and his office assisted in grading the examination papers.

For chief probation officer Judge Alexander selected L. Wallace Hoffman of Detroit, at that time president of the Michigan Probation Association and a lecturer at the University of Michigan. Mr. Hoffman was recommended by a special examining board from among a dozen applicants brought from other cities. His performance has fully justified his selection. As girls' referee the new judge appointed Rita O'Grady, graduate of the National Catholic School of Social Service, teacher of case work at the University of Toledo, and a case supervisor in the County Relief Administration.

The new court is hampered by cramped quarters and inadequate physical equipment, but the judge wisely decided that the greatest need was a strong professional staff. He hopes to get a better physical layout at a later date. In the meantime, the court has made a real start in intelligent treatment of dependent and delinquent children.

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SOCIAL AGENCY BOARDS AND HOW TO SERVE ON THEM

II-In a Changing Scene

By CLARENCE KING
New York School of Social Work

CERTAIN social work administrators seem to regard the lay board as a sort of vermiform appendix which had a function when social work was young and under private auspices but which now, given the present trends in social work, its professionalization and its increasing support by public funds, is merely a nuisance if not actually useless. The soundness of this view may be tested by reviewing some of the chief uses of a board [see Why and Wherefore, *The Survey,* November 1937, page 342] and estimating their present and future usefulness.

Boards form the nucleus for "starting new movements." Social work is not today a "new movement," certainly not to social workers. But some parts are newer than others and there is abundant evidence that no single part of it is wholly an old story fully understood and subscribed to by all the people. So far as entrenchment in public understanding is concerned every area of social work still has its pioneer phases. Take for example the matter of relief, oldest of all aspects of social work. The necessity for relief is admitted, but its administration as a skilled function has not yet been accepted, generally and permanently. Only a few years ago the commissioner of public welfare, more commonly and still frequently known as the poor master, was no more important in many communities than the dog catcher or the sealer of weights and measures. It took not a crystallized social conviction but the sudden multiplication of relief expenditures in the depression to take the poor master out of his musty cubby-hole and raise his stature in the public mind. We Americans are prone to measure the importance of anything by what we pay for it. Public welfare became important to us when it zoomed into the top brackets of local government expenditures second only to education. But did this mean that the social philosophy of public welfare and the wisdom of its administration by skilled and competent personnel, had been taken permanently to the public's heart? I do not think so. Public sentiment does not change so quickly and it is notoriously fickle. I believe that in the area of skilled administration and modern methods, relief and every other part of social work is a "new movement" in American life, calling for just as much imagination, energy and conviction in its promotion as any movement in the history of social work. It is already in the record that the run-of-the-mill taxpayer and the "practical politician" have no great enthusiasm for even the little that has been built up in this area. Can any one question that the bulwark of an able board is necessary to hold the gains of the emergency and to root them for permanency and growth?

Boards give "sponsorship and prestige" to the work. If a community chest has admitted a social agency to its support, or if a city council has established a social service by ordinance, what more does it need, ask some of our friends. Anyone who has ever seen a Salvation Army captain before the budget committee of a community chest knows the answer to that one. The Salvation Army is one of the few private social agencies that get along without a board. Being a from-the-top-down organization it demonstrates extremely well the advantages and weaknesses of centralization of power and responsibility in a single executive instead of in a group. Without intervention of any committee structure, authority descends from the international commander in London, through national, district, and state headquarters to the captain of the local corps. The Salvation Army has been admitted to most chests, but the local captain appears before the budget committee unsupported by any local prestige group. The state or even the district commander may come with him but it is not the same. Budget committees are human and much affected by the presence of influential laymen, even if they do not say a word. Every other agency has a board to plead for it. The Salvation Army has none. It is sure of *some* appropriation, but it finds hard going when it asks for funds to expand services or to start any new work.

As an example of the usefulness of sponsorship to a public agency I recall the experience of a small city where in 1932 the expenditure of the welfare department came to $90,000. The needs of the community were such that that amount would have to be quadrupled in 1933 if they were to be met with any decency. The welfare commissioner knew this but he was under heavy political fire at the time and dared not ask for an increased budget. At that juncture his department was put under investigation by a commission of seven influential citizens, representing the dominant leadership of all parties. Three of them were the commissioner's political enemies, bent on removing him, and three his partisans, bent on whitewashing him. The seventh man was sufficiently strong and impartial to lift the investigation above the partisan level, to make it an examination of services and needs and not of personalities. The upshot was that the commission declared that at least $360,000 was necessary if the department was to meet its responsibilities.

THE commission did not stop at this point. It believed that it had a duty to interpret as well as to sponsor. Unofficially and informally it invited the members of the city appropriating body to meet with it and hear its reasons for the staggering increase that would be asked for officially the following week. The meeting was held on a Sunday afternoon in the neutral atmosphere of the YMCA, with time enough for thorough discussion. As soon as the budget request was in, the members of the commission made it their business to carry interpretation to the community. They went before the Rotary Club, the Chamber of Commerce, the American Legion and many other representative organizations and presented the facts and figures so effectively that the quadrupled budget gained united community support and was approved by the appropriating body with hardly a dissenting vote. Secure in their collective influence, these men accomplished what the hard-pressed executive, suspected of bias, had not even dared to ask.

Boards "interpret the community to the staff." But does the staff of an official department, entrenched by law, still need such interpretation from a representative board? In January 1934, federal grants for emergency relief were administered in a western state through a commission of five appointed by the governor. One member came from a

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lumber district west of the Rockies; one from the southern mining section of the state; two were railroad men, one from the southeast, the other from the northeast. The chairman was a wholesale grocer and milling man. Twice a month these five men, each a leader in his part of the state, journeyed to the state capital to confer with their executive officer. Each brought with him a fund of information about conditions in his corner of the state and of the effectiveness of the local offices. One told of the unwillingness of local officials in the depressed sugar beet areas to feed Mexicans imported during prosperity but now rated as "undesirable aliens"; another, of the efforts of political agitators to "arouse" the drought-stricken farmers.

TO be sure many quick decisions had to be made by the executive between board meetings, but those decisions were made against the background of interpretation of local conditions and popular temper brought to him by the board. It will be asked why an adequate field staff could not have reported these same conditions. Probably it could have, provided always that it were adequate, equipped with sound business judgment and mature community insight, and enjoying the full confidence of the community, a combination which, it must be admitted, a professional staff is not as likely to possess as are citizens experienced in public reaction and with roots deep in community life. In any case the executive who has two channels of information, one through his staff and one through his board, is in the advantageous position of being able to check one against the other. An executive's problem rarely is one of too much information.

Boards "choose, supervise or remove the executive." Clearly they must, in the case of a local, private agency. But if the city takes over the work, cannot these functions be performed by a mayor or city manager; or better yet, cannot the executive be chosen by some civil service or merit system and be removable only on charges? The public assistance officer of an English city (corresponding to the commissioner of public welfare here) is thus chosen as a career man. He can be removed only on charges presented to the Minister of Health in Whitehall. The chairman of a public assistance committee, discussing this with me, said: "You see we can't remove Bob, and it's a fine thing. He can tell us just what he thinks we should hear. He doesn't have to fear making himself unpopular with us."

Certainly our persisting spoils system is a cogent argument for boards as a part of our public welfare organization. A board with long, overlapping terms, longer than that of the mayor, has proved an effective device for protecting the executive and his staff from removal for "the good of the party." Growing sentiment in favor of the merit system may make the protection of a board unnecessary so far as the staff is concerned. It probably will not protect the executive, generally regarded as a policy-making official. Most advocates of the merit system exempt such officials on the ground that if a mayor or governor is to be held responsible for his policies he must be able to appoint his own department heads and to remove them at will. This results in what is called the cabinet form of government. Older countries have achieved continuity of service under this form of administration by putting as second-in-command in each department a career man who does not change with the political head of the office.

Boards "make policy decisions." To permit them to do so is diametrically opposed to the philosophy of the cabinet form of government. Those who favor that form would concentrate all power in the hands of one elected official and through him in his appointed cabinet. If the cabinet should not make good, the official, it is argued, would not be reelected. One trouble with this doctrine is that the public, when there is no board interested and familiar with the work, has no accurate, unbiased way of learning whether or not the administration actually has made good in each particular department. Another is that changing the chief executive and his entire cabinet every time there is a breakdown in one department, seriously interferes with the continuity of other departments which may have been running satisfactorily.

The collision between the two philosophies of government, one of which would vest policy-making in a board, the other in an executive, is well illustrated in the report of the New York Governor's Commission on Unemployment Relief. The majority said: "The trend of governmental progress during the past few decades has pointed inevitably toward the centralization of administrative authority in the hands of single executives in order that these individuals may be held directly responsible for the execution of the duties which are placed upon them." The minority replied: "The philosophy of one individual should not control the social welfare policy of the State of New York. State social welfare action, with its rapidly expanding horizon, touches so intimately and with such potential control, the lives, thoughts and philosophies of those served, that (we are) opposed to resting responsibility for that action in any single individual."

A number of states which have recently reorganized their public welfare departments have established policy-making state boards and county or district boards. In Maryland the department is headed by a board which appoints the state executive from a civil service list. The American Public Welfare Association in the assistance which it has given to various states in reorganizing their welfare services, seems to have favored consistently the continuation of administrative boards for both state and local departments. On the other hand certain states which have reorganized with the advice of such bodies as the Institute of Public Administration and The Brookings Institution, have adopted the cabinet form of state government and eliminated all boards. A wise compromise between these two positions might lie in centralization of responsibility in a single executive assisted by a board with advisory powers only.

Given the long history of lay boards in sponsoring and developing social welfare services, and the fact that those services are still, in many areas, in the frontiers of public opinion, there seems little ground for the notion that boards are no longer useful. The day may come when all social work will be so entrenched in public favor that its progress will no longer require the informed conviction of any single body of citizens as a driving and interpreting force. But should that millennium ever dawn, with it will come new horizons of service calling for new efforts.

THE SURVEY *is indebted to Harper and Brothers as well as to the author for the privilege of offering to its readers a series of four articles of which this is the second, drawn from Mr. King's book, Social Agency Boards and How to Serve on Them, to be published early in the new year. Articles to follow are: The Necessary Executive, and Community Roots.*

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25 SURVEY YEARS – AND 25 TO GO

• The service which you have rendered to the social work field is beyond calculation. —KENDALL EMERSON, M.D., *National Tuberculosis Association.*

• Never did I believe more profoundly in the work which you and your associates are accomplishing with such discernment and high efficiency than I do now.—JOHN R. MOTT, *International Missionary Council.*

• The Boys' Club of America extends greetings and congratulations to a "band of prophets of a better social order" on this twenty-fifth anniversary of Survey Associates, Inc.—SANFORD BATES, *Boys' Clubs of America.*

• I am confident that, through the years to come, your magazines will continue to exert the same stimulating, thought-provoking influence over the minds of the American people that they have in the past.—JAMES E. WEST, *Boy Scouts of America.*

• Congratulations upon the twenty-five years during which *The Survey* has so effectively interpreted the aspirations of social workers and our concern with the social setting in which we operate.—LINTON B. SWIFT, *Family Welfare Association of America.*

• My hearty appreciation of the services that *The Survey* and *Survey Graphic* have rendered during these many years. You know I date back to the time when you were *Charities and The Commons,* and the world do move!—C. C. CARSTENS, *Child Welfare League of America, Inc.*

• When I first came to the National Consumers' League nearly ten years ago, Mrs. Kelley said to me, "Always cooperate with *The Survey.* It is an important magazine which will become increasingly important." Of course, she was right.—EMILY SIMS MARCONNIER, *National Consumers' League.*

• The settlements over the country have received stimulus and inspiration from *The Survey* and have gained immeasurably from the sympathetic interpretation which you have given the movement. . . . The consistent policy of presenting all sides of controversial opinion has borne testimony to the open-mindedness and fairness of its editor and its supporting group.—LILLIE M. PECK, *National Federation of Settlements.*

• Our best hope for permanent progress in the quarter century ahead (as in that which has just passed) is the service, the cooperation, and the stimulation which we can count upon from the able men and women always vigorously ready to put first things first in this generation. Survey Associates is a composite of able minds. It has been a privilege to work with you and we can look forward together with courage.—THOMAS PARRAN, M.D., *Surgeon General, U.S. Public Health Service.*

• For its second twenty-five years may *The Survey* fulfill and justify the promise of its first.—LOUIS BROWNLOW, *Public Administration Clearing House, Chicago.*

• Over a period of a quarter of a century *The Survey* has been not only a pioneer in social thought and theory but one of the most effective tools in social work practice. —FRANK BANE, *Social Security Board.*

• You have proved the soundness of the cooperative principle in publishing by establishing the tradition of courageous journalism and progressive leadership in social thinking.—ALLEN T. BURNS, *Community Chests and Councils, Inc.*

• At the quarter century mark, you have the freshness and virility of youth, together with the experience and knowledge of the mature adult. We appreciate your splendid contribution to the field of social welfare during these years.—FRED K. HOEHLER, *American Public Welfare Association.*

• To those of us actually engaged in the social work field, *The Survey* and *Survey Graphic* have provided a channel for the exchange of information, and have kept us abreast of developments. To lay-persons they have been most useful in interpreting the difficult problems with which we are all concerned.—HARRY L. HOPKINS, *Works Progress Administration.*

Close to the heart of the Silver Anniversary of Survey Associates have been the messages from friends everywhere bringing us the best of birthday wishes for the future. These, for example, from national and New York agencies which collaborate with us year in and year out.

The fall of 1912 saw this membership corporation of ours launched. Our span of twenty-five years was celebrated on December 2 at a dinner in New York, with a nation-wide group of sponsors; with Mrs. August Belmont presiding, and with the speakers: Governor Frank Murphy of Michigan, Mayor Fiorello La Guardia of New York, Prof. Felix Frankfurter of Harvard University and Walter S. Gifford, president of the American Telephone and Telegraph Company. Kindred to the dinner theme: The Shape of Things to Come, is that of the special issue of *Survey Graphic* (December) and of a special issue of *The Midmonthly Survey,* covering the fields of social work, to be published when the "Mid" turns fifteen in 1938.

• Outstanding has been your contribution to the popular understanding of social problems.—HOWARD R. KNIGHT, *National Conference of Social Work.*

• Congratulations on this twenty-fifth year —and what a twenty-five years it has been! Through it all you have done a fine job and are steadily doing it better.—DOUGLAS P. FALCONER, *Brooklyn Bureau of Charities.*

• I have marveled at the way you have hewn to the line and throughout the years have continued to sound that note of social intelligence which is not easy to define.—DAVID H. HOLBROOK, *National Social Work Council.*

• During a quarter of a century marked by extraordinary economic and social changes your organization has been of vital aid in keeping forward-looking people abreast of changing conditions.—H. G. MOULTON, *The Brookings Institution.*

• It is a cause for wonder and admiration that *The Survey,* while helping to fashion effective tools for services for those who lack most, has never failed to keep its ideals so high and its vision so clear.—COURTENAY DINWIDDIE, *National Child Labor Committee.*

• Twenty-five years ago your organization, like ours, was born to undertake a great new venture. Through the years Survey Associates and the NOPHN have worked in the closest harmony to interpret the place of the public health nurse in the social picture.—DOROTHY DEMING, *National Organization for Public Health Nursing.*

• I doubt if any other quarter of a century since the American Revolution, certainly none since the Civil War, has had the importance in social and political reform of the twenty-five years ushered in by the Pittsburgh Survey. *The Survey* magazine has been hub and axle of the progress of these years.—AUBREY WILLIAMS, *National Youth Administration.*

• We bear first hand and heartfelt testimony to the influence on both ourselves and our professional associates of *Survey Graphic* and *Midmonthly Survey.* By some editorial magic your issues strengthen our spirit and raise it above the daily annoyances of the job. May the brightest days of your first twenty-five years be darker than the darkest of the next twenty-five.—ROBERT P. LANE, *Welfare Council of New York City.*

• Speaking for ourselves and for the workers in the courts all over the country, we have appreciated and benefited by the constructive and progressive discussion of all related problems included in *The Survey* from time to time. We do not forget the services of those who, in the past, have contributed to your upbuilding, among them our friend, Arthur Kellogg.—CHARLES L. CHUTE, *National Probation Association.*

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• Salutations to Survey Associates for their distinguished service in marking new frontiers for civilized living.—SIDONIE M. GRUENBERG, *Child Study Association of America.*

• I am confident that our membership values the free-handed, intelligent, well-balanced and progressive policies of the managers of *The Survey*.—E. R. CASS, *The Prison Association of New York.*

• Your journals have proved a tower of strength to all engaged in the task of improving living conditions, of preserving and extending civil liberty, of advancing the cause of social security, social justice and world peace.—HARRY W. LAIDLER, *League for Industrial Democracy.*

• In keeping thoroughly alive to all the conflicting issues and demands of the changing times the social worker needs *The Survey*. Disagree with it, dislike parts of it, want to change it—but take it, read it, grow with it and through it.—HOWARD BRAUCHER, *National Recreation Association.*

• I hesitate to think of what would have been the present status of social work without a magazine like *The Survey* to guide, enlighten and push back the horizon not only of social workers but of thoughtful Americans generally.—WALTER WHITE, *National Association for the Advancement of Colored People.*

• During the last quarter century Survey Associates have played an indispensable role in revealing and recording conditions, in analyzing problems, and in spreading information, helpful and stimulating to all who wished to implement their purpose to serve the common good.—SHELBY M. HARRISON, *Russell Sage Foundation.*

• During these last twenty-five years *The Survey* and *Survey Graphic* have filled a special need for all of us in picturing so graphically the whole American scene in which social work is practiced. We need these two interpreters more than ever during our changing times.—BERTHA MCCALL, *National Association for Travelers Aid and Transient Service.*

• I am grateful for the social vision which *The Survey* has brought to ministers and religious workers throughout the country. I myself feel deeply indebted to *The Survey* and I am only one of many ministers who have gained deeper understanding of social problems and social needs because of what it has done.—SAMUEL MCCREA CAVERT, *Federal Council of the Churches of Christ in America.*

• Those twin chroniclers of social change in the United States—*Survey Graphic* and *The Midmonthly Survey*—should be sung in verse for their youth and vitality despite the quarter century during which they have scorpioned and reformed and yet remained cheerful and tolerant. They have been bitter at times, but never sour; stern but never forbidding; critical but never whining; always intelligent and full of understanding.—LEIFER MAGNUSSON, *International Labor Organization.*

Our thanks to every good wisher at this quarter century mark; to all those throughout the country who share the spirit of this celebration and bear a hand in making it a turning point in our fortunes and our service to the times. And when it comes to good wishes for the years ahead — the same to you.

Paul Kellogg

• You have made important contributions to the world of social work, and by your support of our work, to the dignity of family life. More power to you!—MARGUERITE BENSON, *American Birth Control League, Inc.*

• It has been heartening to find Survey Associates, pioneer explorers of so many undeveloped areas of social responsibility, applying their unfailing implement of factual information to conquest of a remaining frontier—the slums.—HELEN ALFRED, *National Public Housing Conference.*

• Until our association acquired strength to establish a journal of its own in 1911, *The Survey*, under its earlier name, regularly gave it a column for expression of its "growing pains." Education for action has cemented our cordial relationship through the years.—JOHN B. ANDREWS, *American Association for Labor Legislation.*

• *The Survey* constantly reminds me that no one can carry on social work without having to face the fact that social welfare is one and indivisible: that no one activity can be carried on without affecting and being affected by the whole wide range of social life.—HOMER FOLKS, *New York State Charities Aid Association.*

• As one who during almost the whole period of *The Survey's* existence has relied greatly upon it for information and stimulation of thought regarding the vital social issues of our day, I am glad to express my gratitude for the significant service it has rendered over the years.—ANNA V. RICE, *National Board, Young Women's Christian Association.*

• In a period which has been characterized by as much change in social and economic relationships as in industrial and mechanistic methods, Survey Associates have not only rendered an invaluable service which all thinking people must applaud but have developed a distinct field in which their operations have a unique and gratifying usefulness.—HOWARD P. JONES, *National Municipal League.*

• *The Survey* and *Survey Graphic* consistently offer to an active group of socially minded citizens a broad understanding of the nature of the social problems inherent in our society and of the aims and purposes underlying the day to day activities of social agencies. *The Survey* is more than a journal —it is a stimulator of social progress.—H. L. LURIE, *Council of Jewish Federations and Welfare Funds.*

• *The Survey* today is a part of social work, the expression of current thought and a stimulus to progress.—EUGENE KINCKLE JONES, *National Urban League.*

• *The Survey* has been indispensable to social workers and has been chiefly responsible for the elevation of the profession to its present high standing.—A. EPSTEIN, *American Association for Social Security.*

• Salutations to Survey Associates on the completion of a quarter century of service, and congratulations to you on the splendid prospect for your leadership during these momentous days ahead.—REGINALD M. ATWATER, M.D., *American Public Health Association.*

• The present-day crop of professional and lay leaders in governmental and private fields of social work have had motivation in large part through the progressive and thorough analyses of social trends made possible by Survey Associates.—JAMES L. FIESER, *American Red Cross.*

• It is difficult to put into words the keen sense of obligation that I feel towards you and those who have been associated with you in *The Survey* through the years, and for the breadth of vision, statesmanship and courage which *The Survey* has consistently shown.—KATHARINE F. LENROOT, *U.S. Children's Bureau.*

• *The Survey's* quality of sound information on matters of social import, together with a certain gaiety of presentation, has helped to take the whole field of social change away from the statistician and the sob-sister and to commandeer the loyalty of the great body of thinking and acting Americans. It is a rare job in journalism.—CLARENCE E. PICKETT, *American Friends Service Committee.*

• *The Survey* has fulfilled its promise. By its thorough gathering of facts revealing the social needs of the times, and by its fair analysis and striking presentation of such facts, it has stimulated many of the important social advances made during the quarter century of its existence.—STANLEY P. DAVIES, *Charity Organization Society of the City of New York.*

• What other journal brings together so many of the elements that are activating forces in education, medicine (particularly psychiatry), business life, industry, labor conditions, and art as it portrays any of these—all to the end that many features of our social living and our efforts at social work may better be understood and appreciated.—WILLIAM HEALY, M.D., *Judge Baker Guidance Center.*

• For twenty-five years *The Survey* has been the indispensable help of every social worker. It has given him the fullest information on all developments in social work and in the related fields of industry and government. It always has been in advance of actual accomplishments in these fields and has provided their leaders with guidance and inspiration.—SOLOMON LOWENSTEIN, *president, National Conference of Social Work.*

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The Common Welfare

Tally Ho!

THE chase of relief chiselers has taken a new turn in Ohio where a commercial firm, known chiefly as a credit and bill collecting agency, announces that it is "definitely satisfied" that from 20 to 25 percent of the people on relief are chiselers and offers to run them down for $3 a head. Activities thus far seem to have been confined to Toledo and Cleveland, but the firm is looking for business elsewhere, assuring its prospects that it is "effective in detecting clients who are attempting to conceal wealth."

In Toledo the firm, after "checking" a block of relief cases, announced that 28 percent of them were "definite chiselers" and only 24 percent "unquestionably entitled to relief." The Council of Social Agencies, through a special laymen's committee, promptly swung into action and began its own check of the cases dubbed "chiseler." Of 120 examined at the time of the report five, in the committee's judgment, were "definite chiselers."

In Cleveland, the business firm's report to the City Finance Commission on the first 2600 of the six thousand cases it was authorized to examine showed 47.7 percent "actually in need"; 23.4 percent "borderline"; 17.4 percent "chiselers" and 4.4 percent "possessed of resources." Here many social workers, while deploring the effect on the clients of the whole ballyhoo, admitted that the "more or less detective" type of investigation had turned up new information in a number of cases.

In Chicago the much investigated relief clients seem to be in for "a complete and realistic reexamination" at the instance of a committee of the Illinois Council on Public Assistance and Employment, a body of business men appointed in October by Governor Horner. Just how or by whom the reexamination will be made has not, at this writing, been announced, but Joseph Moss, director of the Cook County Bureau of Public Welfare, has reminded the committee that "the confidential nature of social service records is recognized in law," and that, "the investigators must be capable of approaching their task of evaluating the situation in a scientific research spirit . . . with some standards by which judgment as to need can be measured. . . ."

The Automobile Workers

BENEATH the surface of the recent wildcat strike in the Fisher Body plant at Pontiac were forces and counter-forces that may determine the future of the collective bargaining agreements that the United Automobile Workers of America now have with all the motor manufacturers except Ford. The left wing faction of the union believes in militant tactics, not only to secure contracts with employers but also to enforce employer compliance with them. This paradoxical strategy was repudiated by Homer Martin, UAWA president, in refusing to authorize the sitdown at Pontiac. Governor Murphy of Michigan informed the UAWA that the law enforcement agencies of the state would not tolerate a continuance of wildcat sitdowns. President Martin now informs General Motors that the union will assume responsibility for unauthorized actions of its members if the company will assume responsibility for disciplining company subordinates who violate the agreement. The negotiations begun last summer enter a new state, in a recession rather than a boom, when the pressure for production is not so urgent on the manufacturer, with the union leadership divided and the rank and file increasingly skeptical of the delay.

The drive to organize the Ford Motor Company, begun at scattered assembly plants, was the occasion of a strike at Kansas City in October and St. Louis in November. The Kansas City plant had not yet reopened as this was written. At St. Louis the Ford plant continued to operate on a reduced schedule, turning out new models for the local automobile show. In Detroit the UAWA was cheered by one development. Several officers of a so-called Independent Association of Chrysler Employes, claiming the organization was a thinly disguised company union, resigned and came into the UAWA fold.

Straws in the Wind

"THE volume of private placements reported in October represents a gain of 21.2 percent above the number reported in October 1936, and 79.6 over the volume for October 1935," said Secretary of Labor Frances Perkins in giving out the latest employment service figures on November 20. "Private placements, however, were 12.3 percent fewer than the number for September." In each of the three preceding years October had shown a gain over September.

An Associated Press dispatch from Cleveland on November 24 stated that while the lowest point in steel production in three years had resulted "in the lay-off of only 10 percent of the nation's 600,000 steel workers, observers said the prevailing work week averages between twenty and twenty-five hours." Earlier this year, the work week was approximately forty hours. . . . Mayor Harold H. Burton of Cleveland reports that the number of relief applications in that city increased last month from 400 a week to 1000 a week. . . . Clinton S. Golden, director of the Steel Workers' Organizing Committee of the CIO estimated (November 20) that 200,000 men have been placed "on furlough" in the industry, including those on part time.

The Massachusetts Department of Labor and Industry reports that the index of persons employed, on the basis of a 1925-7 average, dropped from 81.1 in September to 78.9 in October, while the index of wages fell from 78.7 to 72.4. "These changes were largely the result of curtailment of production in the shoe and textile industries."

In Pennsylvania, "applications for relief during the week [ending November 20] totaled 10,352, a rise of 2710 over the previous week due largely to increases reported by urban centers and coal producing areas." "Of the 5754 cases opened that week, 3949 were accepted for relief because of loss of private employment or decreased wages."

In spite of a 3 percent increase over the country in community chest funds, the private agencies find themselves in no position to assume relief obligations. A group of chest executives is considering a constructive policy on national

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and local relief which, when formulated, will be laid before President Roosevelt and Congress.

Expecting a rise in unemployment, David C. Adie, New York State Commissioner of Social Welfare, has notified Governor Lehman that at least $54 million will be necessary to provide shoes, food, clothing and shelter for the state's unemployed in the fiscal year beginning next July 1. This amount is $10 million more than the current appropriation. . . . Of those applying to the Charity Organization Society for aid in October, 53 percent were in difficulties because of unemployment, as compared with 49.4 percent in October 1936. . . . A worker in the placement office of the New York Urban League states that "unemployment in Harlem is suddenly on the up and up. There's nothing seasonal about it—this is new unemployment."

Children of War

WHATEVER the political issues in the war-torn countries of the old world, there can be no two opinions on the plight of the innocent victims of conflict, the children. Helpless, lost, their whole world destroyed, their sufferings break through all barriers of race and nationality to the wellsprings of universal sympathy. Happily there are ways in which that sympathy can be expressed, quickly and concretely. For example, the American Friends Service Committee, 1515 Cherry Street, Philadelphia, is prepared to send clothing to Spain—any kind just so it is strong, warm and in good condition. The North American Committee to Aid Spanish Democracy, 381 Fourth Avenue, New York, with which the Social Workers Committee to Aid Spanish Democracy now is affiliated, is conducting a special Spanish Children's Christmas Campaign for the five colonies which it is supporting and for other destitute children, estimated at 600,000, in the care of the Loyalist government.

The tragedy of children in the fighting areas in China has been written and pictured in poignant detail but only recently have general efforts in their behalf been under way in this country. The appeal of China Child Welfare, Inc., 570 Lexington Avenue, New York, is endorsed by responsible Chinese officials. The long established China Famine Relief, U.S.A., 105 East 22 Street, New York, is asking for a million dollars for aid to noncombatant refugees. It will be recalled that the American Red Cross has authorized its chapters to accept money for transmission to the Chinese Red Cross and other authorized agencies. Also that the Federal Council of Churches has announced a united Christmas appeal for funds through regular church channels for "children and other refugees in war-torn China and Spain and for Christian German refugees."

Florida and the Merit System

IN Florida, where the only public employment service at this writing is a skeleton organization set up by the United States Employment Service to handle the placement needs of public works projects, the new unemployment compensation plan is stalled by the uncertainty about the employment service. Back of this situation lies the story of Governor Cone's attempt to disregard the merit system.

The affiliation agreement between the Florida employment service and the USES which expired June 30 has not been renewed. The reason is the refusal of the USES to remove as state director, John C. Emerson, who was "top man" in the examination for the position, and the refusal of the governor to permit the use of state funds for the service unless it is headed by a director of his choice. As the editor of *The Arcadian* (Arcadia, Fla.) puts it, "The governor has need of more places for campaign workers and is determined to jar this bunch of plums loose if it is possible to do so."

The merit system is one of the uniform standards of the USES, in effect in every other state. The USES, W. Frank Persons, director, refuses to relax its standards in the case of Florida. Without an affiliation agreement, the state cannot obtain federal funds under the Wagner-Peyser act. Further, Florida employers are refusing to pay the unemployment compensation tax levied by the 1937 legislature, which also provided that such funds were to be disbursed by the federal-state employment service.

Both the state employment service and the state unemployment compensation plan are thus stalemated by Governor Cone's flouting of the merit system. Under the law, the governor has the appointive power. During his four-year term he thus can block these public services by refusing to make appointments or by making illegal appointments. It is up to Governor Cone.

"With Envy and Hope"

THE District Medical Society, Washington, D.C. is "viewing with alarm" the new Group Health Association Inc., formed by Washington employes of the Federal Home Loan Bank Board. Should this venture in "socialized medicine" prove effective the society foresees that many other government employes might band together in similar fashion. It is said to be considering: legal action to close down the association's clinic; forbidding its members to practice in any hospital that accepts patients from the association; formulation, with the cooperation of the American Medical Association, of a plan for "post-payment health insurance."

The association is a voluntary cooperative formed by and for the Washington employes of the Federal Home Loan Bank Board and its agencies. In the interest of the health and efficiency of its workers the board granted the new group $20,000 a year for two years to help it get started and equip its clinic. More than half of the two thousand eligible employes had signed up the day the association started to function.

Fundamental features of the plan are "group payment" and "group practice," with emphasis on preventive rather than curative medicine. The cost per month to members is $2.20 to single persons, $3.30 to married persons and their families. Services available cover examinations including X-rays, complete medical and surgical care including clinic consultations and home visitation by association doctors, ambulance facilities in emergencies and hospitalization for a maximum of three weeks during a single illness. The association has a full time staff of six doctors, headed by Dr. Henry Rolf Brown, and seven technicians and nurses. Any member of the association may elect any or all of the benefits offered and may go to an outside doctor if he so wishes.

At the meeting which inaugurated the new services Dr. Richard C. Cabot of Cambridge hailed "this obviously good thing" as a "godsend for people in between," and Evans Clark of the Twentieth Century Fund said, "The general public will watch the venture both with envy and with hope."

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The Social Front

Public Assistance

THE two million mark was reached in the estimated total of individuals who received public assistance in November through the three programs of the social security act. About a half million of these are dependent children, a total which has increased some 37 percent during the last five months.

Analysis of old age assistance as of June 1937 shows that of all persons over sixty-five, in states having approved plans, about 18 percent were receiving social security funds. This percentage varied by states, from 0.5 in Tennessee to 57.8 in Oklahoma. According to recent Social Security Board figures, there is a wide range also in the amount of assistance payments to the aged. At recent calculations, Mississippi had the lowest average payment, $3.69. It also had the lowest average general relief payment, $4.08. The lowest average payment for aid to dependent children was in Oklahoma which paid $9.61; to the blind, Arkansas, with $8.87.

Even within a state there is often a wide variation in allowances for old age assistance. In California, which has paid a consistently high average, two cases were approved for $1 a month and nine for $2. On the other hand, Mississippi, with the lowest monthly average approved two cases for as much as $12 a month. All but six states have reported cases receiving as much as $30 and twenty-five states have reported cases receiving less than $5. The highest payment was made by Massachusetts, $77; the lowest, less than $1, by Louisiana.

Poorhouse Problems — Although there seemed good reason to expect that a full program of old age assistance would much reduce or do away with public homes for the aged, it now appears to be not so simple.

In New York City, according to Commissioner of Hospitals S. S. Goldwater, there has been no reduction in the population of the city's homes for the aged; in fact at the Welfare Island home there are a hundred more residents than a year ago. Two thirds of those who left this institution, for old age assistance, have had to be taken back. They gave as reasons for their return: inadequacy of allowance, lonesomeness, inability to resist spending the allowance for alcohol, need of medical care. The longest interval before a return was five months. At present more than 600 residents at the home are eligible for assistance.

Washington, Georgia and Alabama are among states which report progress toward the ultimate elimination of county homes. Use is being made of custodial or nursing homes, particularly for those in need of medical care; small district boarding homes or placing out in private homes; rehabilitation programs; hospitalization, sometimes in private institutions; outpatient and health center services. Some states have reported no progress in eliminating their poorhouses because of the inadequacy of assistance allowances which makes it impossible for the aged person to live independently.

Those Pension Plans—In widely scattered parts of the country, notably California, Washington, Oregon, Colorado, Kansas, Florida, new stirrings of the supposedly moribund Townsend Clubs and their like have appeared. In Oregon and in Kansas, such groups attempted to bring about special sessions of the state legislature in the interest of funds for old age assistance. In Portland, Ore. a district convention brought out crowds, of unabated enthusiasm and size, still after their earlier goal of a $200 a month pension for every citizen over sixty years old, regardless of need. In the state of Washington, what are known as old age pension unions are forming. Townsend groups have considerable strength among representatives from Washington and Oregon in the lower house of Congress.

At a meeting in Denver of the National Annuity League, a new Social Security Improvement League was formed, its purpose "to solidify all groups in the United States in a united front to secure enactment of federal legislation providing for old age pensions." Delegates from ten states, representing 147 units approved the new league, which aims at a pension around $100 a month for every qualified American citizen over sixty, irrespective of need.

While much of the "pension" agitation appears to be traceable simply to the desire to lay hands on more federal money, some of it also springs from a misapprehension of the intent of old age assistance. In Kansas interested groups stoutly maintain that their support of the present governor and legislature was based on the expectation of a no-means-test, no-lien-giving plan for adequate pensions for all citizens over sixty. The press generally concedes that no such promise was made, and that while liberalized old age assistance in the state, more particularly a pension plan, now appears to hold much vote-getting power, the state's present tax program could not carry the burden. In Florida and California, similar misunderstandings have been sharpened by private promoters who have mulcted the gullible by promises of quicker pensions from membership in dues-paying "clubs." Some even have offered privately operated old age pension plans which seem to be sheer hoax. In a bulletin in which the Pennsylvania Department of Public Assistance endeavors to clarify the pension-assistance misunderstanding, Karl de Schweinitz, secretary, points out that the only state assistance program which is in any sense a pension is the program for the blind, and even that is related to need.

Training Personnel—The whole story of a shipshape program for training personnel in a public assistance agency has been gathered into three mimeographed reports by the Allegheny County, Pa. Department of Welfare. Originally the Mothers' Assistance Fund of Allegheny County, this agency in 1936 was expanded with the social security program. How the agency met a pressing need for rapid staff expansion, trained its own workers when sufficient experienced personnel was not to be found, and then assessed the adequacy of the training job, is told in a report of the student training committee and a personnel report. The third booklet, a manual for workers on the job, includes the complete set-up of the three assistance services for the county—history, policy and procedures. The two reports are available at 25 cents each; the manual at $1, or at $1.25 with index tabs, from the department, Pittsburgh, Pa.

Relief

ON the same day that an economy-minded Congress set up shop for a special session, with ideas of placating taxpayers and business, the U.S. Conference of Mayors opened in Washington, with a meeting which sounded loud warnings of more relief dangers ahead. The billion and a half WPA dollars for the present fiscal year, reluctantly accepted as an absolute top by Congressmen who thought a billion would do, the mayors called obviously inadequate for the winter ahead.

So far as official pronouncements go, WPA still is determined to keep within the budget which the mayors attacked. But that budget, allowing for a small normal winter increase, was drawn with the expectation of gradually improving business conditions. The 10 to 20 percent recession in employment in the past few

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months, as estimated by the mayors, is verified by sources less open to charges of special interest.

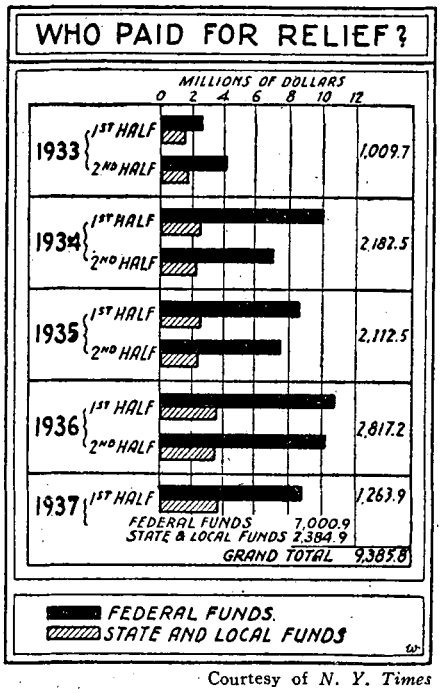
To the question of increased municipal contributions to relief, the mayors answered that if conditions became even a little worse, the local money available would not meet even the present burdens of caring for unemployables, and assisting the jobless employables for whom WPA at its present level does not have room. The only answer which the mayors suggested is increased federal spending for relief—work relief or otherwise.

The conference condemned as illogical any attempt on the part of WPA planners to determine in advance an absolute figure for the amount of relief money to be needed each month. Without a dissenting voice, the mayors passed a resolution directing the conference executive committee to survey conditions in December for report to the January 1938 session of Congress on the real extent of the country's relief needs. Other resolutions called for a clear definition of "employables" and "unemployables"; urged the CIO and AF of L to compose their differences in the interests of industrial recovery; offered the conference facilities to the new Federal Housing Authority.

Priming—In the matter of "pump priming" of industry, WPA's purchases of material, supplies and equipment had reached by the end of September a cumulative total of $503,681,761. Lumber and its products constituted the largest item, 10 percent of the total, with cement, paving materials and textiles following in order.

Surplus Commodities—In the size and complexity of the whole "relief business" in New York, most people, except those close in to it, are unaware how large surplus commodities still loom in the total picture. For example, in September commodities with an estimated retail value of $411,500 were distributed by the Emergency Relief Bureau to clients of public and private agencies. During the same month the relief expenditures of all private agencies reporting to the Welfare Council totaled $148,600. As a further evidence of the proportions of commodity relief, the ERB in September expended $26,094 for milk distributed through private agencies to children and to nursing or expectant mothers.

Strikes—Chicago district relief offices have had several recent sit-in strikes of clients. While the requests made often have been reasonable and adjustable, the real problems began when the relief office became a sort of neighborhood lodging house. Two strikes lasted two days and a night each. Janitors had to remain on night duty to look after property. Eating lunches, climbing in and out of windows, community singing and other disturbances made acute difficulties in operating the relief office, and police finally had to persuade the sitters-in to leave at closing time. No hard feelings were aroused, according to local observers. One of the strike issues was the requirement that grievances be taken to a central public relations department instead of being heard at the neighborhood relief offices.


WHO PAID FOR RELIEF?
MILLIONS OF DOLLARS
0 2 4 6 8 10 12
1933 1ST HALF 2ND HALF 1,009.7
1934 1ST HALF 2ND HALF 2,182.5
1935 1ST HALF 2ND HALF 2,112.5
1936 1ST HALF 2ND HALF 2,817.2
1937 1ST HALF 1,263.9
FEDERAL FUNDS 7,000.9
STATE & LOCAL FUNDS 2,384.9
GRAND TOTAL 9,385.8
FEDERAL FUNDS.
STATE AND LOCAL FUNDS

Courtesy of *N. Y. Times*

Protest—The National Unemployment League, president, Darwin J. Meserole, New York, is circulating a petition protesting the "drastic curtailment of public works by the federal government," and "unemployed left to the mercy of local governments and private charity." The petition calls on the President to recommend and the special session of Congress to enact "legislation which will assure the continuance of the federal public works and relief program to the extent of the need of the surplus unemployed workers of the nation, securing from the state and local governments such cooperation, financial and otherwise as they are able to contribute."

Among the States

THE new Pennsylvania Department of Public Assistance, while still in process of consolidation and reorganization, has been for several weeks in a "state of investigation" by a committee of three accountants appointed by Governor Earle as a result of charges of inefficient administration, and demands for the resignation of Karl de Schweinitz, its secretary, brought by Mrs. Emma Guffy Miller, Democratic national committee woman. Mrs. Miller's charges have to do largely with "over-spending," including cost of administration, and the "packing" of the state and county offices with people from "Pray's school," meaning presumably the Pennsylvania School of Social Work, Kenneth L. M. Pray, professor of social planning and administration, affiliated with the University of Pennsylvania. She calls on Mr. de Schweinitz for a "list of the people in your office and their political affiliations," and asks, "whose political set-up is this?"

The document in which Mr. de Schweinitz replies with facts and figures to Mrs. Miller's charges, line by line, is prefaced by the statement, "My primary interest at this time is to protect the public assistance program from any possibility of political administration."

The *Harrisburg Patriot,* commenting on the investigation says: "Scores of Democratic politicians who have been gunning for de Schweinitz's scalp for many months are hoping that the relief head will be replaced. Other groups believe that he should be retained as an assurance that politics will be kept out of the relief system."

Meantime the Philadelphia Chapter of the American Association of Social Workers, with fewer than 10 percent of its 500 members in the employ of the state, has called on Governor Earle to continue to fight off "patronage grabbers" and to "protect the beneficiaries of relief against the possibility of brutal coercion or discrimination." Governor Earle will return on December 16 from a trip to Sweden and has promised a prompt decision on the report of the committee of accountants.

Opposition—The progress of reorganization of Michigan's state and county public welfare set-up under laws passed by the last legislature has been halted by action originating in county supervisors opposed to the new plan. The laws provide for a new state department of public assistance, effective January 1, 1938; new county organization abolishing various local bodies, effective March 1, 1938. Opponents of the reorganization circulated petitions and secured enough signatures to require a referendum at the November 1938 elections on the law creating the state department. This automatically defers the effectiveness of the measure until the electorate has spoken. The attorney general has ruled that it also makes the law affecting counties similarly inoperative with the exception of the section which carries the appropriation.

While the opposition of the supervisors was motivated, say observers, by their own loss of jobs and patronage under the new plan, it seems to have been focused on the claim that social workers were endeavoring to perpetuate themselves in office—"Common people cannot get jobs under the new law."

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Responsible Michigan officials are now faced with the question of administering public assistance funds under rulings of the Social Security Board. At present old age assistance is under the State Welfare Department and aid to dependent children and to the blind under the State Emergency Relief Administration, which was due to expire with the organization of the new department. This arrangement is likely to continue during the suspension of the new laws, and even if they should be nullified by referendum, until such time as the legislature provides a more satisfactory procedure.

One of Pennsylvania's new laws abolishing local poor boards has likewise been attacked, this time in the courts. The lower court in which the case was brought upheld the law but the decision was appealed and at this writing no decision has been handed down.

In-Service Training—An in-service training program, arranged by the Indiana Department of Welfare with the advice and help of the Indiana University Training Course for Social Work has extended its services to 242 welfare staff members in fifty-four counties.

The courses of this new program are built around the everyday needs of county welfare departments as expressed by those on the job. Centers for eleven study groups, of twelve to thirty members each, are so distributed geographically that few workers have to travel more than thirty miles to the meeting place. Two courses are given, one on the broader aspects of public welfare, the other for work with the individual client. Twelve monthly one-day meetings are held, with two two-hour sessions on each class day.

Two additional classes have been arranged by the university, at Marion and at Fort Wayne. These are non-credit study courses in public welfare, meeting three times a week for the first month and once a month for the next ten. It is expected that definite merit ratings in the department will result from completion of the courses.

Concerning Children

BY a process of figuring worthy of a top-flight statistician William H. Matthews of the New York AICP has arrived at the conclusion that if total days care in AICP's 1937 fresh air camps had been given to one child that child would have enjoyed 137 years in camp.

Adoption Standards—The urgency of better standards and uniform state laws for child adoption was stressed at the yearly weekend meeting of the Child Welfare League of America. "There is no single subject that during the last year or two has aroused so much discussion . . . The standards, the laws and procedures throughout the country show the greatest variation," said C. C. Carstens, director, who has just concluded a country-wide survey of the question.

Edwin D. Solenberger, league president, summed up the situation as a serious one toward which an educational effort must be made to arouse public consciousness, for the protection of child and foster parents. He urged uniform state laws in every state to provide that:

Placement of children in foster families' homes for adoption be made possible only by the state and its administrative units or by private agencies licensed by the state;

Supervision by the state of child-placing and home-finding be required in the case of every petition coming up for adoption, for the purpose of providing the judge with reliable data on the basis of which he may reach a wise decision;

A period of time, preferably a year, be required for the child to have been in the home before adoption is consummated with at least four visits during the year from a representative of the agency.

Maternal Care — Better Care for Mothers and Babies will be the subject of a conference called by the U.S. Children's Bureau for January 17-18, in Washington, at the request of social and health groups concerned over this country's bad record in infant and maternal health.

Katharine F. Lenroot, chief of the bureau, has appointed a planning committee for the conference headed by Mrs. J. K. Pettengill of the National Congress of Parents and Teachers.

Perilous Births — Pertinent at this time on account of the developing maternal and child-health program of the Social Security Board is the study, Infant and Maternal Mortality Among Negroes, made by Elizabeth C. Tandy of the U. S. Children's Bureau for publication in the *Journal of Negro Education*. In the United States each year more than 250,000 Negro infants are born alive and more than 18,000 are stillborn. Each year about 22,000 Negro infants die before completing their first year of life (11,500 in the first month) and 2400 Negro mothers die from causes directly due to pregnancy and childbirth.

The study shows that the mortality rate of Negro infants in the United States, 1933-35, was 86 per 1000 live births as compared with 53 for white infants. In every state with 500 or more Negro live births annually the mortality rate of Negro infants was in excess of that for white infants. In Delaware, the District of Columbia and Oklahoma it was more than double; in eighteen other states as scattered as Florida, Kansas, Massachusetts, New York, Ohio Pennsylvania, Tennessee and Virginia it was more than 50 percent higher. The maternal mortality rate for the period 1933-35 was 96 per 10,000 live births for Negro and 55 per 10,000 live births for white women. In the District of Columbia and six states, California, Kentucky, New York, Ohio, Oklahoma and Texas, the rate for Negro mothers in 1935 was more than double the rate for whites.

Some, but not much, of the sting of these findings is drawn by the assurance of a downward trend in the rate for both infants and mothers, this due largely to the gradual adaption of the Negro to his environment and to the increasing healthfulness of his community. Only "to some extent," Miss Tandy observes, can it be associated with the development of maternal and child programs since "such programs among Negroes in most sections of this country are still in a beginning or pioneer stage."

Training by Practice—To the tune of an eight-hour-day, five days a week, fourteen carefully selected students from college and university departments of sociology spent eight weeks of last summer in intensive training with the Detroit, Mich. Children's Aid Society. All had had at least three years of sociology. They added four to six hours to their college credit while learning how the inside wheels go 'round in a private child caring agency. They attended lectures, did intensive field work, and were introduced to agency procedures and policies. There was careful supervision of the student workers and ample opportunity for discussion. Study courses and schedules had been worked out in detail, with the guidance of experience in three previous summer institutes. A well-stocked reading room and selected bibliographies helped to complete the job of introducing students to practice. At the end of the period, two who had completed their college work were taken on the society's regular staff.

Paving the Way—When the Children's Fund of Michigan was founded eight years ago, there were in the state only four county health departments and a few municipal ones. Placing its major emphasis on child health, the fund set about a steady development of single and united county health departments. Demonstration departments were established and a general awakening of public interest followed, mostly in northern Michigan. Similar service was performed for southwest Michigan by the W. K. Kellogg Foundation which organized health work in seven counties, while the Children's Fund served other parts of that section.

This year, for the first time, federal subsidies for public health organization were available. That stimulus, added to the pioneering efforts of the two foundations named, has culminated in the formation of ten new county health depart-

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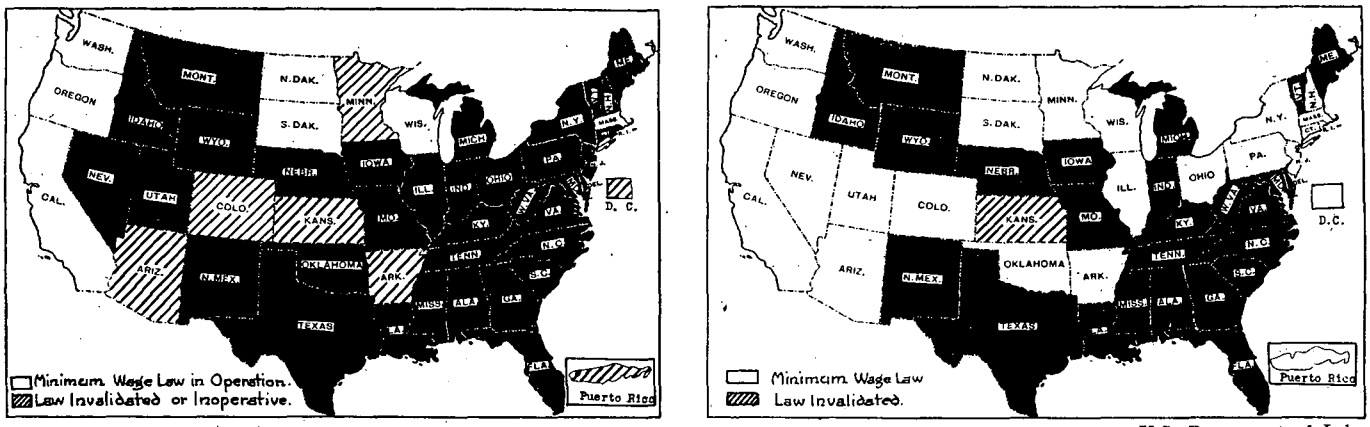

1933 1937

U.S. Department of Labor

Two eloquent maps studied by the recent labor legislation conference—minimum wage laws of January 1, 1933, and October 1, 1937

ments, serving thirteen counties. Michigan now has organized public health work in fifty-three out of eighty-three counties and anticipates complete "coverage" in the not distant future.

Capitol Law—The District of Columbia has a new adoption law wiping out the thirty-year-old statute which did no more than establish the right of the adopted child to inherit property from the adoptive parents. The new law, drafted by a committee of the Juvenile Protective Association and approved by sixteen organizations, provides for an investigation of the stability of the adoptive home, of the child's fitness for adoption, and of the reasons for the surrender of the child by its natural parents. It protects the real mother from having to surrender her child before it is six months old, and provides for a trial placement in the adoptive home. The bill as introduced required that all investigations, whether by the Board of Public Welfare or another "qualified social agency," be reported to the court by the board; as passed it provides that reports from "recognized religious and fraternal" organizations shall be accepted.

Labor Legislation

FEDERAL legislation on wages and hours, with provisions eliminating the products of child labor and industrial homework from interstate commerce, was unanimously recommended by the fourth annual labor conference held in Washington late in October at the call of Secretary of Labor Frances Perkins. The conference was attended by representatives of governors of thirty-eight states. Other resolutions accepted by the conference urged the states to enact measures putting supervision of labor standards of apprenticeship in state labor departments; advocated state laws to eliminate industrial homework; favored ratification of the child labor amendment. In closing its three-day session, the conference also asked the Secretary of Labor to have her department study the problem of the older worker, to appoint a national advisory committee, and draft a program designed to break down existing age barriers.

Federal Bill—Action by the House Labor Committee in the opening days of the special session of Congress indicated a vigorous fight to secure passage of the wages and hours bill. The measure has reposed in the Rules Committee since August. The House bill differs materially from the Senate bill, approved in the regular session last summer.

Minimum Wage—As a basis for determining minimum wages, a survey of wages and hours of Colorado women workers is being made by the state industrial commission, assisted by the Women's Bureau. . . . Mandatory minimum wage decrees were issued last month for ten Massachusetts industries and for the clothing and accessories business in New Hampshire. . . . A minimum wage for women and minors in Rhode Island's garment industry has been issued under the terms of a new state law which provides for a mandatory minimum wage at a future date. The directory order has no penalties, but employers are required to furnish payroll records to the State Labor Department, which may be the basis for the mandatory order. . . . In Connecticut, minimum wages will soon be established in several of the lower paid industries, including cleaning and dyeing, pocketbook, and novelties. As a test, minimum wages have already been established in a branch of the clothing industry.

Walsh-Healy—The first year's experience under the public contracts act is reviewed in the current *Labor Information Bulletin*. Under its terms, every government contract of $10,000 or more must carry a signed agreement by the manufacturers to abide by the basic labor provisions of the act, including the eight-hour day and the forty-hour week. Minimum wages are determined by the Secretary of Labor, whose policy it has been to concentrate on the low wage industries. Minimum rates set have ranged from 32½ cents an hour for southern operatives making men's underwear to 67½ cents an hour for the men's hat and cap industry. The government's need for materials and supplies ranges from structural steel to blankets, clothing and tobacco. The largest contracts subject to the act in its first year were textiles valued at $45 million.

Record and Report—Two timely new Pennsylvania pamphlets: Minimum Fair Wage Law, a digest and explanation, with lively "labor-graphic" charts; Children Preferred, a study of child labor in the state, with photographs and case stories. Both from the Department of Labor and Industry, Harrisburg.

The Labor Front

AN analysis of cases handled by the New York office of the National Labor Relations Board has been made public by Elinore M. Herrick, regional director, to show that the AF of L and the CIO have fared equally under the Wagner act. The report, dated November 10, covers 1350 cases involving requests for collective bargaining recognition, or charges of unfairness against employers. Of these 743, 55 percent, were filed by CIO unions; 515, 38.2 percent, by AF of L affiliates; the rest by independent unions or by individuals. Of the CIO cases, 18 percent (133) were withdrawn or dismissed; 19 percent (98) of the AF of L cases. In the complaints in which the board assumed responsibility for obtaining compliance with the Wagner act, 61.5 percent of the CIO cases, involving 75,000 workers, and 55.1 percent of the AF of L cases, involving 32,000 workers, were settled without trial. The office has had only four or five cases, Mrs. Herrick reports, in which the AF of L and the CIO have been pitted against one another in the same establishment.

Picketing—Unions of restaurant, cafeteria and catering employes, affiliated

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with the AF of L, are protesting against recent jail sentences and fines meted out by New York City magistrates to strike pickets charged with disorderly conduct. The unions claim that there has been a change in police policy which interferes with "the right to picket." City officials maintain that there has been no change in policy, and that they only seek to curb "rowdyism," "bullying" and "disorderly groups that travel from point to point." The recent trouble has arisen in connection with a prolonged strike by employes of a chain of automats.

Meatpacking—A drive to organize the 200,000 workers in the meatpacking industry of the country is announced by the CIO. Van A. Bittner, who has been Chicago regional director of the Steel Workers Organizing Committee, will direct the campaign which will focus on the great meatpacking centers, Chicago, Omaha and Kansas City.

Hospitals—A hospital labor controversy in Seattle was settled last month by arbitration. The controversy arose in a demand for higher wages, made eight months ago by hospital workers belonging to the Union of Building Service Employes. The board granted wage increases to most of these employes, and fixed $22 a month as the maximum living costs that could be charged against "living in" workers. Janitors received the highest increase, $23 a month, making their minimum pay $100 a month, less maintenance. Wall-washers were given the same minimum rate. Simultaneously with the awards, the hospitals voluntarily increased the pay of nurses to $75 a month, plus maintenance. The increases total about $150,000 a year to the 1400 hospital employes. Rates will be increased approximately 75 cents a day by all Seattle hospitals, making a ward rate of $4.25 a day. . . . Contending that strikes in hospitals are not illegal, the American Civil Liberties Union and the International Juridical Association have submitted briefs *amicus curiae* on behalf of the Hospital Employes Union of New York in its appeal against a temporary injunction granted the Jewish Hospital in **Brooklyn** last August. [See *Survey Graphic,* August 1937, page 435.]

Against Crime

ALREADY an impressive record of accomplishment has been chalked up by the Prison Industries Reorganization Administration, created by executive order of President Roosevelt in September 1935. [See *The Survey,* July 1936, page 195.] Operating only in states which have invited study and in cooperation with state authorities, at last reports PIRA had surveyed prisons, prison industries and the penal system generally in twenty-two states. Recommendations submitted from completed surveys now are in various stages of acceptance and accomplishment. Louis N. Robinson of Swarthmore, Pa. has succeeded Judge Joseph N. Ulman as head of the directing board.

In accord with the executive order creating PIRA, which directed it, among other things, "to provide an adequate and humane system of rehabilitation for the inmates of (such) institutions," the studies have probed widely into causes and problems related to the major concern of prison idleness. The body of laws affecting penal and eleemosynary institutions of each state surveyed has been studied. Extensive studies are being made of state-use industries now in operation in New Jersey, Pennsylvania, Ohio, New York, Indiana and Virginia.

With a few notable exceptions, educational work in state penal institutions has been found "widely neglected" or under "inadequate direction." Working materials and plans for states to use in developing educational programs have been assembled by PIRA. Through the cooperation of the National Probation Association, the administration has made surveys of probation and parole systems in each state cooperating. Already some improvements have resulted.

News Notes—During 1936, 916 children under sixteen years of age were confined in county jails in Georgia, according to reports submitted by sheriffs to the state department of welfare. Of these, 453 were white and 463 Negro. In 1935 there were 984 such cases; in 1934, 604; and in 1933, 414. It is pointed out that detention in these county jails is particularly undesirable because most of the institutions are old and lack adequate facilities for segregation or sanitation.

On the theory that "the boy who blows a horn never will blow a safe," the Chicago Boys' Club is teaching hundreds of boys in its five clubhouses for underprivileged youth how to play musical instruments. Since music was added to the "curriculum" six hundred new recruits have been drawn to the clubhouses, with their nightly programs of shop work, dramatics and athletics.

Signs of Improvement—A decrease of 9 percent from 1935 to 1936 in cases coming before juvenile courts reporting to the U. S. Children's Bureau is indicated in a preliminary analysis of data. Where 69,808 cases were reported in 1935, there were 63,320 in 1936. Data include reports from seven entire states, the District of Columbia and from thirty-two courts in eighteen other states. All together serve an area of about 35 percent of the population of the United States, which is estimated to include more than 7,500,000 children of ages to come under juvenile court jurisdiction.

Boys' cases, constituting 85 percent of the total, decreased by 10 percent in 1936 while girls' cases dropped only 5 percent. Fifty-three percent of all these children were fourteen and fifteen years of age, the girls on the average older than the boys. The 1936 total, as reported, was substantially lower than in any previous year of the recorded period, 1929-36.

In Print—The first issue of *Correctional Education,* a new project of the committee on education of the American Prison Association, appeared with an October date-line. It is crammed with interesting facts and suggestive articles for developing educational programs in penal institutions. The publication is produced by a subcommittee of APA with Austin H. MacCormick in the double role of chairman and editor. Now planned as a quarterly, its publication is financed by a grant from the American Association for Adult Education, a Carnegie Corporation enterprise.

Federal Offenders, reporting the work of the federal Bureau of Prisons for 1935-36, presents its annual review of statistics of federal prisoners, parole and probation. Available from the superintendent of documents, Washington, D. C. . . . In a reprinted series of articles, Floyd Taylor, staff writer for the *New York World-Telegram* tells how parole looked to a newspaper reporter. The newspaper, which had been critical of parole, was invited by the New York State Parole Board to send a reporter to look over the whole agency, from A to Z. (Parole, by Floyd Taylor. From the executive department, New York State Division of Parole, Albany.)

Compensation

POSSIBLE changes in the unemployment compensation sections of the social security act, were discussed last month by George E. Bigge, member of the board, before a conference of unemployment compensation administrators. Proposals being studied by the board, he stated, include: provisions for migratory workers who hold jobs in several states in the course of the year; provisions for workers entitled to benefits in states where funds have been exhausted by earlier applications; unemployment assistance after scheduled benefits payments have been made; disability benefits.

Private Plans—What has happened to private unemployment-benefit plans since the social security act went into effect is summarized in the current *Monthly Labor Review.* In 1934, the U.S.Bureau of Labor Statistics found sixty-eight such plans in operation, twenty-two established and maintained by individual companies, five by collective agreement between workers and employers, forty-one by trade unions. Fifteen of the first type have been given up because of recent legislation, though seven companies, all located in New York, are continuing payments until January 1, 1938, when bene-

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fits under that state's law begin. All the joint agreement plans remain in force. Twenty-four unions replied to an inquiry by the Bureau of Labor Statistics in August, and of these, seventeen have kept their unemployment benefit plans active. In general, the plans still in force have not been materially changed, though two have kept the lowered benefit rates introduced during the depression.

Personnel—In Tennessee, a staff to take charge of the payment of benefits in the state after January 1 is being recruited from a list of eligibles provided by the federal government after civil service examinations. . . . Governor Holt of West Virginia has appointed a board of three members to review and adjust disputed claims for benefits under the state unemployment compensation measure. Members of the board will receive annual salaries of $4000. . . . Elmer F. Andrews, New York State industrial commissioner, announces the resignation of Glenn A. Bowers, executive director of the division of placement and unemployment insurance, effective July 1. Mr. Bowers, who was appointed in June 1935, has asked that he be relieved of all administrative and supervisory responsibility for the remainder of his time in office, to devote himself to "the solution of certain major problems which will inevitably arise in the future administration of the unemployment insurance law." Paul Sifton, deputy industrial commissioner, has been temporarily assigned to the general administration of the division. . . . Governor Lehman has appointed a three-man Appeal Board of Unemployment Insurance for New York.

Delinquents—Field examiners of the Maine unemployment compensation commission recently found 553 delinquent employers owing $55,954 in contributions, and 522 cases of underpayment, amounting to $9282. They also discovered overpayments totaling more than $2400 which had been made by 236 contributors. . . . The first Connecticut tax warrants issued for non-payment of unemployment compensation contributions were served last month. Twelve warrants, in amounts totaling $3800, were served by deputy sheriffs. The warrants authorize the sheriff to levy on the taxpayer's property or commit him to jail in default of payment.

Stability—The relative stability of private employment in the District of Columbia is the basis for a proposal to Congress to give the local unemployment compensation board discretionary authority to vary the unemployment compensation tax rate yearly or every six months. According to the *Washington Star*, reserves at the end of the first six months of 1938 will amount to some $9 million. With maximum benefits $240 a year, and the top estimate of eligible unemployed persons 10,000, the maximum need for benefits would be $2,400,000.

New Movies—The Social Security Board has in preparation a series of short motion pictures dealing with unemployment compensation and job-placement provisions in the states. Each film is to consist of a brief general introduction, the same for all states, followed by a graphic exposition of the specific provisions of the law in the state where the film is to be exhibited. Thus far thirteen states have requested that such a film be prepared. First showings will probably be held this month.

Schools and Education

THE effort of the New York City public schools to "reclaim" truant and pre-delinquent children is being strengthened by the assignment of 293 WPA teachers to clinics for the physical and psychological examination of problem pupils, and to recreational clubs for truants in areas where there is inadequate play space. The effort of the remedial work with truants is to determine the factors which make children want to stay away from school. The clinics work in cooperation with teachers, parents, and with other community agencies.

Chance to Explore—A new plan of work for students undecided in their life plans, or not working for degrees is being tried at Ohio State University this year. Without modifying requirements for entrance to the university or standards of work, students are given opportunity to explore various fields under the guidance of experienced counselors. Once admitted to the university, these students are permitted to elect courses in any department for which previous training has qualified them. The only fixed requirements are courses in military science, physical education and hygiene. Students following an exploratory course may at any time transfer to a course leading to a degree.

Workers' Education — The year-round school for workers, established by the regents of the University of Wisconsin last June, is now enrolling students in communities in all parts of the state. The new undertaking, an outgrowth of the university's summer school for workers, offers continuous opportunity for organized study, with class terms of about ten weeks. Teachers will go out from the university as "modern circuit riders," each with a group of communities in which to teach day or night classes in parliamentary law, public speaking, trade unionism, labor psychology, collective bargaining, consumer problems, and so on. . . . Brookwood Labor College, Katonah, N.Y., has been closed for good, due to lack of funds. Started in 1921 to train union leaders, Brookwood has had a stormy career, with doctrinal difficulties in both faculty and student groups. A liquidation committee has charge of the buildings and the 53-acre campus.

Reading Clinic—In the second year of its work, the reading clinic of New York University has students ranging in age from six to sixty years—elementary, highschool and college students, and also adults of various professions who have reading difficulties. The clinic is equipped to make tests to determine whether or not a student should be examined by an eye specialist. It also uses a three-shutter device enabling the pupil to read under controlled conditions that develop both speed and comprehension. In addition, students receive individual instruction adapted to their needs.

Study and Report—The American Youth Commission, 744 Jackson Place, Washington, publishes *Surveys of Youth*, a bulletin listing current studies of "what is happening to young persons." . . . A Continuing Heritage, which is the 1937 report of the president of Antioch College, Yellow Springs, Ohio, is a stimulating review of the "Antioch program," and the educational progress being made under it. . . . An objective, factual summary of youth problems in fifty-eight countries and what is being done to meet them is offered in Youth: A World Problem, prepared by W. Thacher Winslow for the National Youth Administration. Price 25 cents from the superintendent of documents, Washington, D.C.

Old Age Insurance

THE Advisory Council on Social Security will meet again December 10 and 11, to consider whether reserve account provisions or other features of the security act should be revised, and if so, how. At its meeting the first week in November, the council adopted the suggestions of its subcommittee: that outside experts be invited to present their views informally at the next meeting; that, at the December meeting, the council emphasize problems of taxation, reserves and benefits; that the Social Security Board be requested to prepare a statement on the pros and cons of the problems to be considered.

Labor Problem—Two probational employes in the Baltimore office of the Social Security Board, dismissed last May, have been conditionally reinstated. Four other workers, dropped at the same time, had previously been returned to work. Baltimore officials of the board held that the dismissals were caused by unsatisfactory work and conduct. The

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employes claimed that they were dismissed because of union activity. William Savin, executive of the Family Welfare Society, Washington, acted as arbitrator and recommended three months' trial reemployment.

Unclaimed Numbers — The Reno, Nev., field office of the Social Security Board is trying to locate workers who applied for social security accounts and then failed to call for their account cards. Out of some 30,000 numbers assigned to Nevada workers, about 500 have not been claimed. Most of these cards belong to miners who changed their places of employment after making their applications.

A New Racket—The Social Security Board has asked the Department of Justice to prosecute bogus collectors of funds in connection with the old age insurance title of the security act. Several instances of such petty racketeering have been reported to the board, which announces that it has no "old age benefits collectors," "old age insurance collectors," or any other kind of collectors or financial agents. The board states: "We wish to caution everyone against making any payment whatsoever to persons representing themselves as agents of the board, and who guarantee the payment of old age insurance."

Latest Figures—As of November 9, the Social Security Board had 317 field offices open and in operation. Applications for social security numbers totaled 35,366,865. About 29,000 claims for lump sum benefit payments had been approved by the board and certified to the Treasury.

Welfare Budget

EXACT knowledge of where the entire welfare dollar comes from and where and how it goes is "X", the unknown, in most communities. The Richmond, Va. Community Fund decided to find out, by compiling the city's total yearly welfare budget, just exactly what was contained in "X."

It was no mean job. Richmond's welfare budget was found to come from chest and non-chest private contributions, church gifts, endowments, fees, earnings, memberships, and city, state and federal appropriations. Some duplications and some inefficiencies in recording and accounting undoubtedly affect the total, but, insofar as it can be determined, in 1936 it was in round figures $5 million, or $27 per capita. Of this, the municipality furnished $2,140,847; the state $440,206; the federal government, $1,589,924. The balance came from the assorted sources before-mentioned, with about 12 percent of the total from the Community Fund.

Analysis showed that almost half of the total welfare expenditure in that year went for relief and case work; about 20 percent for health agencies; 15 percent for recreation and informal education; not quite 15 percent for public safety and the care of delinquents and criminals.

Expenditure for children was small—about $200,500 for the year, of which $64,000 came from the Community Fund, a smaller total from the combined city, state and federal budgets and the balance from earnings and miscellaneous sources.

The largest single item in the local chest budget was $153,607 for relief and case work; about $11,000 more than for informal education and recreation. The largest item in the state-contributed budget was $247,926 which was spent for health—$164,673 of it for mental health. The federal government supplied negligible amounts for health, care of children, and delinquents, but put up $1,389,480 for family relief.

Negroes constitute 29 percent of Richmond's population. On a numerical basis they received their proportion of the total health expenditures and more than their share of relief money, but there was a wide variance in that distribution when analyzed by separate agencies.

Although Richmond's Negro population has a tuberculosis rate of 165 per 100,000 compared to a rate of 38.8 for whites, the municipality spent $9704 for hospitalization of tuberculous Negroes and $134,842 for whites. Expenditure for Negroes under "recreation" heads was low in proportion to the Negro population, a disadvantage which is emphasized by the fact that their use of the city's parks is strictly limited by tradition. For dependent Negro children a total of $21,640 was the year's budget; for dependent white children approximately eight times as much. The city's bill for care of Negro delinquents and criminals topped the equivalent bill for whites by some $7000.

Against Disease

AN advisory committee on prevention of pneumonia mortality recently was called to Washington to confer with U. S. Surgeon General Thomas Parran. "With more than a half million cases of pneumonia occurring annually and with a fatality rate of over 16 percent, the preservation of a hundred thousand lives is a grave challenge to public health administrators throughout the country," Dr. Parran said, in summoning representatives of medical colleges and health agencies from many parts of the country.

With pneumonia (all forms) now exceeded only by heart disease and cancer as a cause of death in the United States, interest is growing in the possibilities of reducing its mortality through the use of anti-pneumococcic sera, promptly and properly applied. In a recent issue of *The Health Officer,* Dr. Claude Head, discussing "a brighter outlook for the control of pneumonia," summarizes for health officers the means which science has gained for its control. He includes: certain knowledge of thirty-two types of pneumococci which produce the disease; a speedy way of determining the types of infecting organism; a specific serum therapy for at least those types that result in a high percentage of deaths; and new means of producing effective sera at a lower cost. He suggests as watchwords: early diagnosis, early typing and early serum treatment. "For the majority of patients," he says, "this means early recovery."

A number of state health departments, of which Massachusetts [see *The Survey,* November 15, page 358] and New York have been outstanding, provide free facilities for typing and distribution of sera. Through the efforts of the New York State Medical Society and the state health department's bureau of pneumonia control, pneumonia institutes for physicians have been conducted recently in five localities. A drive against pneumonia has been undertaken in New York City, following a plan recommended by a special committee of the New York Academy of Medicine.

War on Cancer—The fight against cancer, with scientific research and public education as joint weapons, steadily gains impetus. The Chicago Tumor Institute, the sixth in the United States to be devoted exclusively to research in cancer and methods for its treatment, was launched in late October. It is to be financed entirely with funds contributed by Chicagoans. Incorporated as a nonprofit organization and headed by scientists of world renown, the institute will offer instruction and assistance to physicians, surgeons, clinics and hospitals in diagnosis and treatment. Dr. Max Cutler who has been head of the tumor clinic at Michael Reese Hospital, Chicago, has been named as director.

The Indianapolis, Ind. City Hospital recently received a gift of $100,000 to establish and endow a cancer clinic. The founder of the International Cancer Research Foundation at Philadelphia, William H. Donner, recently presented to the University of Pennsylvania $200,000 to establish a new radiological and X-ray department in the University Hospital for the study of malignant diseases.

Headway is being made in lay education by the American Society for the Control of Cancer and many local groups of similar purpose. The society reports that "progress towards the development of an aroused interest in the control of cancer on the part of the American public, has been greater in the two-year period, 1935-37, than in the two decades preceding it." The Women's Field Army of the society reported from its first

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year's campaign over 100,000 enlistments, gained with the active cooperation of organized women's clubs.

The New York City Cancer Committee, with perhaps the largest single job of education to do, in its last two annual campaigns has rallied the support of four thousand new donors. At Christmas and the year round the committee, in common with other local groups, uses as its source of funds the sale of pads of package labels at $1, each sticker bearing the flaming sword insignia and the slogan, "Fight Cancer With Knowledge."

Health and Sanitation

SAFEGUARDING the nation's milk supply is put on the "must" list, for the benefit of the dairy industry as well as for the public's health, in a recent report on milk control in America, issued by the American Municipal Association. With improved farm conditions, it is pointed out, the time now is ripe for introduction and improvement of milk regulations.

Safeguards already achieved against milk-borne infections are listed in the report. Only a negligible proportion of the raw milk and a rapidly decreasing percentage of the pasteurized milk now consumed comes from non-tuberculin tested cows. Of recent years delivery practices involving the transfer of milk from an open container have improved greatly. Sealed, single service containers and closed dispensing apparatus are on the increase in retail establishments. Uniform standards set up by the U. S. Public Health Service, representatives of the industry and of federal, state and local government agricultural authorities have found wide local acceptance. An ordinance recommended by the U. S. Public Health Service has been adopted by 700 communities.

The report lists as improvements yet to be made: elimination of Bang's disease, a cause of undulant fever; more accurate reporting of milk-borne infection outbreaks; uniform application of milk control regulations to all phases of production, processing and distribution.

For Healthy Cities—All restaurant associations in New York City have been notified that after January 1 milk to be consumed on the premises must be dispensed in original containers or drawn from sealed dispensing devices satisfactory to the department of health. . . . The city health department is cooperating with the department of markets, weights and measures and the U. S. Bureau of Agricultural Economics in a campaign for the grading of meat with exhibits and demonstrations for housewives, in district health centers.

New Haven, Conn. recently enacted an ordinance requiring the sterilization of all drinking glasses, dishes, silverware and other utensils used in preparing and serving food and drink in public eating places. The ordinance specifies methods of washing, and requires rinsing by immersion for at least five minutes in water heated to a minimum of 170 degrees Fahrenheit. A fine for violations, careful inspection, and an approval card when the ordinance has been complied with are provided. The card is subject to withdrawal if standards are not maintained.

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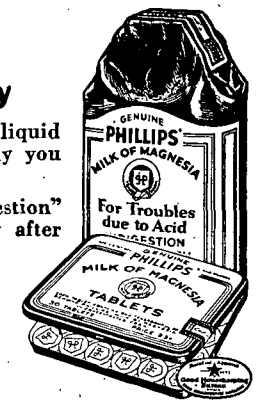

Symptoms such as nausea, "upset stomach," gas, "acid headaches" due to acid indigestion can now be relieved easily.

Just alkalize your excess stomach acidity quickly by this fast Phillips' method:

Take two teaspoons of Phillips' Milk of Magnesia 30 minutes after each meal, or two Phillips' Milk of Magnesia tablets, each tablet containing the equivalent of a teaspoonful of the liquid form. Almost immediately you enjoy relief.

Always avoid "acid indigestion" discomfort this easy way after heavy meals or late hours.

Keep a bottle of genuine Phillips' Milk of Magnesia handy at home and carry a box of Phillips' tablets with you. They cost only 25c per box.

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MERCUROCHROME, H. W. & D.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

Professional

TAKING a look at its record of recent years, the National Conference of Social Work found that it had been attended by a total of 25,964 convention-goers over the period 1931-36 and that this total includes 19,070 *different* persons. In other words, three out of four (77 percent) attended only one meeting of the six, only 3.4 percent attended three or more of the six meetings, and only ninety-four faithful souls (0.5 percent) were veterans of all six. Average attendance from 1931-36 was 4327 while from 1924-27 average attendance was 3007. However, for the past three years, the actual attendance has been in excess of six thousand. The National Conference of Social Work now is rivalled in size by only four conventions of professional character in the United States, that of the American Medical Association alone being consistently larger.

Fellowship—A few fellowships for training in extramural psychiatry are available through the National Committee for Mental Hygiene, 50 West 50 Street, New York. Fellows will be assigned for one or two years to a selected child guidance clinic, the choice and plan to conform to the student's special interest. These fellowships, provided in part by the Commonwealth Fund, are designed to meet a definite need for personnel in this field. Apply to Dr. George S. Stevenson, of the committee, for full details.

New School—North Dakota has established new training facilities for social work to fill its need for trained workers. Both experienced workers and recruits may enroll in the new graduate courses in social work which have been established in the department of sociology at the University of North Dakota, with financial help from the state welfare board. Margaret Reeves, formerly of New Mexico, will conduct the courses,

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and Maude Barnes of the Children's Service, Inc., of Saint Paul, Minn., the field practice work.

The real genesis of these courses is credited to Pearl Salsberry, former case work supervisor for the North Dakota FERA, now in Hawaii, who drove 250 miles from Bismarck to Grand Forks, N. D. each weekend for over two years in order to teach the classes which would provide the state with a few trained social workers.

By Any Other Name—By a process of naming and renaming, the American Prison Association once more has as an affiliate an organization yclept National Conference of Juvenile Agencies, although it is not the organization of the same name which a year or so ago withdrew from affiliation with the association. That first organization after its withdrawal took the name of National Association of Training Schools and, since it defined its purposes as social rather than correctional, decided to meet under the wing of the National Conference of Social Work. Meantime a number of persons concerned with institutions for juvenile delinquents who had not favored withdrawal from the prison association, organized into it as the section on Training School Education. Now, since the first group has dropped the original name, there is no reason why the second group should not have it if it wants it—and apparently it does.

In Print—Resembling in every particular except its subject matter, the popular little digest magazines, the 1937 campaign booklet of the Saint Paul Community Chest, by Louise Clevenger, challenges reader interest with its title, On the Spot With the Critical Citizen. Even the print-sated eyes of *The Survey's* editors were moved to interested reading of the story of Mr. Critical Citizen and how (1) he puts the town's social workers "on the spot" with the toughest of critical questions and (2) they remove themselves from the spot with celerity and credit and leave a conviction of the worth of social work behind them.

The Chicago Council of Social Agencies printed just eight hundred copies of its Social Service Year Book, which reviews the history of that city's social work for the past year. If you want a copy, send $1 to the council, 203 North Wabash Avenue, Chicago.

Junior League

"EVERY person who hopes to share in the responsibility for shaping the community's welfare program must know just as much about the public welfare services of his city as about those rendered by the private agencies." Mrs. Peter L. Harvie, president of the Association of Junior Leagues of America, with these words struck the keynote for the Junior League Welfare Conference, held last month in Milwaukee.

There were delegates from 145 leagues in all parts of the United States, from Canada and Honolulu, in an attendance of more than 300. This was the third of the triennial welfare conferences held by the league to give professional guidance and technical information to delegates who are responsible for welfare programs and projects in local leagues.

This year's conference aimed particularly to break down the earlier tendency of league social welfare activities to "establish a limit to their responsibilities marked by an imaginary line outside the public welfare department's door," and to interest themselves primarily in league projects. Three outstanding executives of public welfare in the United States were called in as featured speakers: Dorothy Kahn of the Philadelphia County Relief Board; Fred K. Hoehler of the American Public Welfare Association; Frank Bane of the Social Security Board. Each addressed a general session, and conducted a lively forum where Junior Leaguers quizzed the speakers on public welfare whys and wherefores of concern to the informed citizen. After Mr. Bane's address on problems of public welfare administration, its development and the importance of its future efficiency, Charlotte Whitton, director of the Canadian Welfare Council, set up a parallel picture of public welfare functioning in Canada. Dorothy Kahn urged Junior Leaguers to participate as informed interpreters of welfare services in their communities. Fred Hoehler pointed the intimate personal concern, to people of all economic levels, in general social security.

The association took advantage of the exceptional opportunities afforded by Milwaukee as a "laboratory" of public and private social work to emphasize field trips for the convention-goers. Visits were made to the publicly-administered system of social centers, the county family court, the mental hygiene clinic and a variety of other agencies. In a series of elective discussion groups, the subjects which proved most popular with Junior Leaguers were community chests and councils, placement bureaus for volunteers, household employment, occupational therapy and rehabilitation.

Housekeeper Service—An outstanding demonstration of "housekeeper service," carried on for four years by the New York Junior League in cooperation with the Children's Aid Society, now has become established as a regular part of the society's program. As is the custom in such cases, league members who have helped with the demonstration will continue their active interest in the project. Last year the service helped sixty-seven families who either were motherless or needed a "substitute mother" when the real one was incapacitated or overburdened.

About Trade Unions—A feature section of the *Junior League Magazine* for November 1937 is a Primer of Trade Unions. "Because it clarifies a subject which is an immediate part of our lives," the editors present a well-written brief history of the movement, including the Wagner act and labor boards. A trade-union dictionary defines often-used labor terms, and a bibliography reflects many shades of opinion on the subject.

People and Things

THE new president of the Brooklyn, N. Y. Bureau of Charities, Mary Childs Draper, is believed to be the first woman in the country to head a community federation of such magnitude.

Since her graduation from Vassar College, Mrs. Draper has been active as a volunteer with the bureau, one of the oldest and largest welfare agencies in the United States. For three years, she has been a member of the board of the city's Emergency Relief Bureau. She is a board member also of the National Consumer's League, the Welfare Council of New York, the Brooklyn Museum, the People's Institute, and the United Neighborhood Guild of Brooklyn.

Partly Resigned—So reluctant were President Roosevelt and Secretary of the Treasury Morgenthau to accept the resignation of Josephine Roche as Assistant Secretary of the Treasury that, according to a press statement, her position will not be filled for an indefinite period, in case she finds it possible to return. The President has asked Miss Roche to continue as a member of the interdepartmental committee for the coordination of health and welfare activities of the federal government, of which she has been chairman.

Said Miss Roche, "I may be back. I can't prophesy." She has returned to direct the affairs of the Rocky Mountain Fuel Company of which she was president at the time of her appointment to the Treasury in November 1934.

New World To Conquer—Lucy Randolph Mason has resigned her position as general secretary of the National Consumers' League, to which she came as Mrs. Florence Kelley's successor in 1932, and has returned to her native South to join its new labor movement. With headquarters at the Atlanta office

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of the Textile Workers Organizing Committee of the CIO, she travels through the South as a "contact woman" between the union and non-labor groups. She writes: "My job is trying to change a small segment of public opinion. It varies from interviews with editors and other opinion makers to walking in a picket line for a chance to talk with workers; from sending news letters to the secular and religious press to making talks to union meetings—and occasionally acting as go-between for union organizers and company officials."

New Yorkers—Two recent marriages of interest to social workers are: Florence Seder to Allen T. Burns, both of Community Chests and Councils, Inc.; Jean Forsch to Hugh R. Jackson, assistant executive secretary of the State Charities Aid Association.

Stanley Isaacs, president of the United Neighborhood Houses and a member of the executive committee of the Welfare Council has been elected borough president of Manhattan. . . . Mrs. George Schiff Backer, a director of Henry Street Settlement and prominent as a board member of a number of civic and social agencies, recently was appointed to the City Board of Child Welfare, succeeding Helen Lehman Buttenwieser, whose term has expired.

Lionel J. Simmonds, director of the Hebrew Orphan Asylum, recently celebrated his thirtieth anniversary as a worker with the agency.

The Welfare Council of New York City recently has added to its staff Hila Thompson, as secretary of the child welfare division succeeding Grace A. Reeder; and Elinor Page, as a field secretary in regional organization, assigned to the Sara Clapp Midtown Council of Social Agencies. Miss Thompson has been director of the Westchester County, N. Y. Social Service Exchange and secretary of Westchester's Council of Social Agencies. Miss Page, from the community organization field, is the first appointee under a new plan of cooperation between regional councils and the Welfare Council.

Honors—Thomas Jesse Jones' twenty-five years of service to the Phelps-Stokes Fund, first as agent and later as educational director, were recognized at the fund's annual meeting with resolutions of appreciation and with the presentation of a bound volume of tributes from more than a hundred educators the world over. Commenting on Dr. Jones' particular usefulness in the fields of Negro education and race relations, in southern United States, Africa and the Near East, Editor Paul Kellogg of *The Survey* wrote: "Marco Polo, Benjamin Franklin, and Johnny Appleseed would have to be rolled into one to get the qualities of your itinerant missions for enlightenment—for those you touched in your travels and for us at home."

The Roosevelt Memorial Association presented its 1936 medals to: James Hardy Dillard, southern educator, for "distinguished service in the field of social justice"; to Helen Keller; and posthumously to Anne Sullivan Macy, who was Miss Keller's teacher. . . . "In recognition of her humanitarian work" Mrs. Franklin D. Roosevelt recently received the Grand Cross of the Cuban Red Cross Society. . . . The first award of the Clement Cleveland Medal, recently established by the New York City Committee for the Control of Cancer, was given to Henry R. Luce, president of Time, Inc., for the March of Time film, Conquering Cancer. The medal will be given each year for outstanding work in the campaign to control cancer.

A feature of the thirty-third annual session of the Massachusetts Conference of Social Work held the end of last month in Boston, was a luncheon in honor of Francis Bardwell who is retiring from the post of superintendent of the bureau of old age assistance of the State Department of Public Welfare. Dr. Richard C. Cabot was the speaker who "toasted" Mr. Bardwell's twenty-nine years of service to the state.

Emeritus—At her own insistence, Lillian D. Wald, founder of Henry Street Settlement, has retired from the active presidency, to which John M. Schiff, for several years vice-president, has been elected. Miss Wald becomes president emeritus "without specific duties," said the resolution of the board of directors, "except to continue that spirit of tireless devotion which is and always will be an inspiration to us all."

News Notes—General John J. Pershing has agreed to serve as chairman of the American Social Hygiene Association's national anti-syphilis committee, which aims to obtain a half million dollars to continue and expand the association's educational program.

Thomas J. Turley, of South End House, Boston, has been elected president of the Boston City-Wide Boys' Work Conference, which serves forty thousand Boston boys. Julian D. Steele, of Robert Gould Shaw House was chosen first vice-president.

Mayor Neville Miller of Louisville, Ky., a favored speaker at recent meetings of the National Conference of Social Work and of the American Public Welfare Association, has resigned to accept appointment as assistant to President Dodds of Princeton University.

Francis H. Hiller, field director of the National Probation Association, is on leave of absence until next July, to give full time to survey work for the federal Prison Industries Reorganization Administration, in which he has been engaged for some months. [See page 388.] . . . Gilbert Cosulich of San Francisco has joined the association's staff as publicity director and legal assistant.

Fannie French Morse, for nearly fifty years a worker for girls in state institutions, has retired and will make her home in Winter Park, Fla. For the past fourteen years she has been superintendent of the New York State Training School for Girls at Hudson.

Staff changes in Pittsburgh have brought to the Children's Service Bureau, Harry A. Dobkin, lately in training at the Judge Baker Foundation, Boston, and Pauline B. Hughes formerly with the Louisville and Jefferson County Children's Home, Louisville, Ky. . . . Newcomers at the Pittsburgh YWCA are Chesta A. Mitchell of Janesville, Wis. and Carolyn E. Allen of Milwaukee.

The director of social service of the Washington University Clinics and Allied Hospitals of St. Louis, Mo. now is Mary J. Taylor from Presbyterian Hospital, New York. She succeeds Edith Baker, who is with the U.S. Children's Bureau.

Florence Cassidy, recently with the National Bureau of Immigrant Welfare in New York, is now nationality secretary of the Detroit Council of Social Agencies, doing special work with the foreign born. Leo Gallin of Baltimore is another newcomer on the same staff.

The 1938 delegate conference of the American Association of Social Workers will be held in Seattle, Wash. June 23-25, just prior to the opening of the National Conference of Social Work.

The National Conference of the Progressive Education Association will be held February 23-28 in New York.

Deaths

VIRGINIA POTTER, who for sixty years strove to better the living conditions of working girls in New York City. She was prominent in the New York League of Girls' Clubs since its founding in 1885; organizer of the Manhattan Trade School for Girls, of Holiday Houses, Inc. near Port Jefferson, L. I. and of the first independent hotel exclusively for women in New York.

FRANKLIN CHASE HOYT, for nearly twenty years justice of the Children's Court of New York City; president of the Big Brother movement, 1911-25; and ardent proponent of other movements for the welfare of youth.

ROBERT W. IRWIN, associate secretary of the St. Louis Bureau for Men; for more than thirty years a friend and partisan of the homeless.

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THE PAMPHLET SHELF

Social Services

HANDBOOK FOR FIELD WORK STUDENTS (FAMILY WELFARE), by Margaret Cochran Bristol. University of Chicago Press. 53 pp. Price 50 cents postpaid from the press.

A revised edition (July 1937) of a handbook of Chicago's public and private relief agencies, designed to assist local student workers in their orientation to conditions and procedures in the family welfare field.

PUNISHMENT VERSUS TREATMENT IN THE CURE OF THE CRIMINAL, by Harvey L. Long. Reprinted from the John Marshall Law Quarterly. Price 10 cents, from the author, Illinois Department of Public Welfare, 608 South Dearborn Street, Chicago.

"Old school" and "modern school" arguments relating to penal practice are compared and appraised.

ILLINOIS PERSONS ON RELIEF IN 1935: A SURVEY OF PERSONS RECEIVING ASSISTANCE FROM THE ILLINOIS EMERGENCY RELIEF COMMISSION IN 1935, by Elizabeth A. Hughes. Sponsored by Illinois ERC, 1319 South Michigan Avenue, Chicago; WPA Project No. 165-54-6018.

This recently published survey, begun as a work relief project, was undertaken in 1935-36 with the chief object of securing information on occupational characteristics and background of employable persons on the commission's rolls.

HOUSEKEEPER SERVICE, by Josephine Erkens. Federation of Social Agencies, 519 Smithfield Street, Pittsburgh, Pa. 31 pp. Price 25 cents.

A detailed discussion, based on experience, of the practical development of this useful service device.

Community

ORGANIZING THE COMMUNITY FOR DELINQUENCY PREVENTION. 28 pp. Price 50 cents single copy, less in quantity from Community Chests and Councils, Inc., 155 East 44 Street, New York.

JUVENILE DELINQUENCY IN DUVAL COUNTY. 97 pp. Price $1 from the Council of Social Agencies, Duval County, 230 East Forsyth Street, Jacksonville, Fla.

These two pamphlets present the official record of a study of families of 100 juvenile delinquents, from which was drawn a recent article in *The Survey* [November 15, page 344]. The Community Chest pamphlet also gives the conclusions drawn by the 1937 Blue Ridge Institute; the local publication supplies the fuller report.

COMMUNITY PLANNING FOR SOCIAL WELFARE, by Walter L. Stone. Informal Education Service. 64 pp. Price $1 from the service, 2622 West Ashwood, Nashville, Tenn.

A record of the experience and methods by which a small city studied its social services and needs, resources and opportunities by means of the processes of group work.

MUST WE HAVE SLUMS? Edited by Charles Y. Harrison. Published by the New York City Housing Authority, 10 East 40 Street, New York; reprinted from the *New York Post*. Copies free from the authority.

A vivid presentation of New York's slum housing problem; not an official document.

THE NEGRO IN SYRACUSE, N.Y. A STUDY IN COMMUNITY RELATIONS, by Golden B. Darby. 32 pp. Price 75 cents from the Dunbar Association, Inc., Syracuse.

This short study is designed particularly to picture Negro life in an urban community where Negroes make up only a small segment of the population.

DEVELOPMENT OF A LEISURE TIME PROGRAM IN SMALL CITIES AND TOWNS, by Ella Gardner. U. S. Children's Bureau. 13 pp. From superintendent of documents, Washington, D. C.

First steps in planning community leisure time activities for all ages.

Educational

LECTURES ON PROGRAM BUILDING, by Philip L. Seman. From 1937 Midwest Conference and Institute of Adult Education at Lake Geneva, Wis. Distributed by Lecture Reporting Service, 440 South Dearborn Street, Chicago.

Four lectures on building an adult education program, from a recent conference sponsored by the Adult Education Council of Chicago in cooperation with the American Association for Adult Education.

PUBLICIZING HUMAN NEEDS, by Mary Swain Routzahn. Reprinted from the *Public Opinion Quarterly*. 6 pp. Price 10 cents from the Social Work Publicity Council, 130 East 22 Street, New York.

Explains some of the reasons back of the attitudes and policies which mold social work publicity.

PUBLIC INFORMATION NUMBER, *Journal of Social Hygiene*, October 1937. 60 pp. Price per single copy, 35 cents from the journal, 50 West 50 Street, New York.

This entire issue of the journal is devoted to suggestions of methods and usable information for the drive against syphilis.

Health and Hygiene

MENTAL HYGIENE IN OLD AGE, by Flora Fox, Abram Kardiner, Gladys Fisher, Karl Bowman, Frederic Zeman, and Alfred Cohn, Family Welfare Association of America. Price 40 cents, less in quantity, from the association, 130 East 22 Street, New York.

Discusses the problems and adjustments of old age, and the tensions resulting therefrom in the normal family.

CHILD LABOR AND THE NATION'S HEALTH, by S. Adolphus Knopf, M.D. Christopher Publishing House. 32 pp. Price 50 cents from the publisher, Boston, Mass.

For many years a contributor to the work and literature of the fight against tuberculosis, the author, in this booklet, points to the dangers of tuberculosis as a by-product of child labor.

HOSPITAL CARE AND INSURANCE, by C. Rufus Rorem. American Hospital Association. 71 pp. Price 50 cents from the association, 18 East Division Street, Chicago.

Subtitled "an historical and critical analysis of the periodic payment plan for the purchase of hospital care (group hospitalization)," this pamphlet includes history, method and forms and documents relating to administration, as well as statistics on group hospitalization in the United States.

The Consumer

CONSUMER'S COOPERATION, A SOCIAL INTERPRETATION, by Harry A. Laidler; THE CONSUMER'S COOPERATIVE MOVEMENT, A FACTUAL SURVEY, by Wallace J. Campbell. 64 pp. League for Industrial Democracy. Price 15 cents direct from the league, 112 East 19 Street, New York.

Both discussions, in one pamphlet, provide useful background information on the cooperative movement.

SWEDISH CONSUMERS IN COOPERATION, by Anders Hedberg. Cooperative Union, Stockholm, Sweden. 95 pp. Price 25 cents postpaid of the Cooperative League of the USA, 137 West 12 Street, New York.

An attractive, illustrated story as well as a thorough study of the present cooperative movement in Sweden. The booklet gains in interest because, though written in English, it was produced in Stockholm.

FINANCING THE CONSUMER, edited by John H. Cover. Studies in Business Administration, University of Chicago School of Business. 114 pp. Price $1 direct from the University of Chicago Press.

Report of a conference on consumer financing, held at the university in May 1937.

General

PREPARATION FOR SEEKING EMPLOYMENT, by Howard Lee Davis. John Wiley and Sons. 39 pp. Price 25 cents direct from publishers, New York.

A specific guide to the young man seeking a job, giving the "do's" and the "don'ts" and the reasons behind them.

LEARNING TO BE GOOD PARENTS, by Eleanor Saltzman. Manthorp and Burack, Inc., 8 Arlington Street, Boston. 55 pp. Price 25 cents.

Parent education reduced to the simple terms of informal talks. The author long has been associated with the child study and parent education program of the State University of Iowa.

BUILDING THE INTER-AMERICAN NEIGHBORHOOD, by Samuel Guy Inman, National Peace Conference, 8 West 40 Street, New York. 63 pp. Price 35 cents, paper, or 75 cents, cloth, from the conference.

The story of the Inter-American Conference for the Maintenance of Peace, told by the executive secretary of the Committee on Cooperation in Latin America, who last year was adviser to the American delegation to the conference.

LETTER OF AN OLD BOLSHEVIK, THE KEY TO THE MOSCOW TRIALS. Rand School Press, 7 East 15 Street, New York. Price 25 cents from the publisher.

Translation from the Russian original of a letter from a veteran member of the Bolshevist Party (whose name is withheld) throwing light on the puzzling proceedings of the Radek-Piatakov trial of January 1937 and its predecessor in August 1936, which led to the execution of many former Russian Bolshevist leaders.

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Readers Write

Action in Alabama

TO THE EDITOR: Perhaps you will be interested to hear how the article, These Public Welfare Boards, by Robert T. Lansdale [see *The Survey,* March 1937, page 67] stimulated action here in Alabama. Mr. Lansdale's challenge was for "... a candid facing of the realities that exist ... What responsibilities do boards execute well and what badly? ... Why do boards with similar powers in law differ so markedly in their methods of executing their responsibilities?"

After reading and discussing the article the commissioner of the Department of Public Welfare asked members of his field staff to submit evaluations of the various local boards in the line of Mr. Lansdale's challenge and in relation to the public welfare program as a whole. We have in Alabama sixty-seven county boards of public welfare with 479 members. Of these 152 are women, forty-five are members of county governing boards, twelve are city officials including five mayors. Other officials on boards include twenty-one superintendents of education, twenty-four probate judges and four state legislators. On the non-official side are nineteen lawyers, seventeen physicians, two professors, six clergymen, and a large representation of business men, land owners, farmers and so on. So you see we have a pretty representative body and it is not surprising that we found in it wide individual variations in experience, leadership, responsibility, ability to function in a group and capacity for growth.

We found that, with few exceptions, board members had been well selected. Their attention now, with the period of organization detail over, should be focused on thoughtful study of the public welfare program and of community needs and resources to the end of better interpretation and the development of services and standards.

It was clear that the quality of the director had definite bearing on the quality of service rendered by the board members. A director with leadership, able to see the various possibilities for service in each board member, and consciously and consistently demonstrating the value of case work to the program, almost invariably had an active board taking its responsibilities seriously. Where such teamwork existed there was a minimum of the situations that limit the effectiveness of the program, such as: political and personal pressure in selection of personnel, the concept of the program as one of public assistance only, failure to emphasize preventive and protective service and to see possibilities of service which might be developed by new legislation.

The evaluations of local boards inspired by Mr. Lansdale's article has been valuable experience for all of us. It has widened our understanding of each other and given us a fresh approach in our relationships. As a process of growth we recommend it to departments elsewhere.

BESS ADAMS
Director, Bureau of Field Service
Alabama State Department of
Public Welfare

Prison Education

TO THE EDITOR: I was very much interested in reading the article, Horse Collars and Prisons, by James V. Bennett in the September issue of *The Survey,* since it portrayed a condition with which I have lately had contact. I quite agree with Mr. Bennett that a work program is essential to the emotional and physical well-being of prisoners, but I am disappointed that no consideration was given to the educational aspects of prison routine. That perhaps is another article.

In that connection your readers might be interested in a program of instructional sound films which I developed for Austin H. MacCormick, New York City Commissioner of Correction; Ruth E. Collins, superintendent of the House of Detention for Women; and Richard A. McGee, warden of the New York City Penitentiary. Its basis is the contribution that properly prepared sound motion picture material can make to prison educational efforts by surmounting many barriers to human learning in general and the restrictions of institutional routine in particular. Such a program would seem to be a partial solution to the critical situation in institutions where legislation has prohibited or curtailed certain industries and where formal or traditional educational programs are weak or undeveloped.

A limited number of copies of the report prepared for the officials mentioned is available on request from *Survey* readers interested in the subject.

H. A. GRAY
Research Associate
Erpi Picture Consultants
250 West 57 Street, New York

That Typing Business

TO THE EDITOR: What a pity that all social workers are not journalists or even just plain unglorified typists of the file clerk variety! Queries I.R.A. of California, [see *The Survey,* October 1937, page 330] "Why doesn't even one case worker try to type her own records, to avoid the bugaboo of the allotted dictation period?" Bugaboo, indeed! Allotted dictation period? Alas and alack! Stenographic assistance? Loss of dignity? Well, well!

Several of the younger, more vigorous, successful case workers I know take applications for any category you care to mention; they make the investigations, dig up all the verifications and collaterals, cooperate with the WPA, NYA, county commissioners, health department; stir up committee programs to appeal to all members and even to keep some of them awake after heavy lunches; take care of all correspondence, filing, and recording. They are one-man offices in which every worker is at least quintuplets.

Why doesn't some one agency or caseworker try it? Why, indeed!

"PANCHA VILLA"
Department of Public Welfare
Deming, N. Mex.

TO THE EDITOR: I have been typing my own case records for years. It began when I was with a family agency where work so piled up on the stenographers that sometimes we case workers had to wait days for the transcriptions of summaries. One day, needing a summary in a hurry, I recalled that at one time I had been fairly fluent on a typewriter and decided to try it. I had to scout to find an idle machine and at first I was slow. But within a short time I got my speed up and found that writing my own records and letters was extremely satisfactory. Only rarely since have I dictated either one. I have timed myself on occasion and believe that I honestly can say that the time involved in typing a record is scarcely more than that consumed in dictating the same material.

As for my "dignity," I certainly have no sense of losing it. On the contrary I take great pride in my ability to turn out tidy reports and letters, an ability which, I add modestly, is not unenvied by my associates.

MOLLIE J. CAMERON
Florence Crittenton Home
Houston, Tex.

Cooperation Invited

TO THE EDITOR: As an attempt on the part of academically trained psychologists to present an objective, scientific report of the problems under investigation, the Society for the Psychological Study of Social Issues, affiliated with the American Psychological Association, has authorized the preparation of a yearbook entitled, The Psychology of Industrial Conflict. The responsible committee includes Theodore Newcomb, Bennington College, Bennington, Vt.; Keith Sward, People's Press, New Kensington, Pa. and myself as chairman. We are interested in securing fresh, concrete field data or documents bearing upon this problem from workers, employers, public officials, and social scientists working in specialized fields. A tentative outline is available and qualified persons who wish to cooperate in this enterprise either by submitting hitherto unused materials or by contributing to the writing of parts of the text should communicate with any of the committee.

GEORGE W. HARTMANN
Teachers College, Columbia University
New York

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Book Reviews

Spiritual Core

CHRISTIANITY AND SEX, by Richard C. Cabot. Macmillan. 78 pp. Price $1 postpaid of *The Survey*.

IN recent writings and addresses Dr. Cabot has given marked service by pointing out the relation of healthful living not only to medicine and social welfare, but to religion and Christian experience. His deep faith in the good life here on earth and the eternal life of the spirit, in the worthwhileness of human personality and all that relationship to God may mean, is always clearly evident.

In this little volume, the vexed question of sex is treated as perhaps never before by a writer in the scientific field whose professional accomplishments command deep respect. He refuses to solve problems usually dealt with in such writings—how to sublimate one's insistent erotic impulses, how to overcome infantilisms in the lovelife, and so on—but says, "Seek ye the Lord." For only by fostering higher affections can unworthy ones be overcome or redirected, and the love of God is the highest affection in human experience. If this relationship with "a power outside ourselves which makes for righteousness" can be brought about, then minor problems and conflicts resolve themselves.

This may seem a counsel of perfection, but Dr. Cabot does not leave us there. He is explicit with regard to certain ways of teaching purity in sex life. Knowledge of facts is useful, but not enough. Fear of consequences is no way to point to healthier and truer relationships. Education through the natural sciences is good in its way, but the only education of the success of which we can be sure is the "imparting of life by greater life. . . . The essential thing by which we learn is not talk but practice, the contagion of personality." He refers to the main thesis of an earlier book, The Meaning of Right and Wrong, when he speaks of making contracts with oneself and others and of observing them strictly. Sharing enthusiasms, at the same time maintaining certain reserves; controlling the imagination; recognizing the union of physical and spiritual, these are positive suggestions. The last chapter, Christianity and Growth, contains much helpful thought. "Any behavior that does not further the growth of those concerned starts decay that no one wants." In this and other references to growth, the author recognizes a psychological fact which is becoming increasingly the concern of students of child psychology and the psychology of personality.

The book is too short for Dr. Cabot to say how his somewhat idealistic suggestions may be carried out, and there are various characteristic assertions with which mental and social hygienists may not agree, but for the resourceful teacher, willing to recognize that "Jesus Christ, the supreme energizer of our growth, is therefore the testing spirit of our social morality," the book is richly rewarding.

ELEANOR H. JOHNSON

Hartford, Conn.

Social Work on the Record

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK, INDIANAPOLIS 1937. Published for the conference by the University of Chicago Press. 699 pp. Price $3 postpaid of *The Survey*.

IN a plump tan and green volume with type blessedly clear and easy to read, the Indianapolis conference takes its place on the bookshelf, in the history of American social work.

From the hundreds of papers which for a long Indianapolis week sent conference-goers scurrying from meeting to meeting, the editorial committee, Wayne McMillen chairman, selected sixty for the record. Included are seven papers presented at general sessions, thirty-seven at section meetings and fifteen special committee meetings. Say the editors, "Timeliness, universality and usefulness within the total field were the sole determinants in choosing material for publication." Even with that definite measuring rod the committee's task still was monumental not to say courageous, requiring discrimination and judgment in evaluating the great mass of material before them in relation to the continuing stream of social work. Thus the proceedings become a clear and dignified reflection of the major preoccupations of social workers in this year 1937 and of the trends that emerge from them.

GERTRUDE SPRINGER

Saddlebag Doctors

DOCTORS ON HORSEBACK, by James Thomas Flexner. Viking. 370 pp. Price $2.75 postpaid of *The Survey*.

A REPORTER'S book, not an historian's, but nevertheless a classic for the physician and with the allure of Strachey for other readers.

The seven personalities developed out of the past by today's curiosity and the sympathetic interpretation of an inheritor, if not a practitioner of medical art, are saddlebag doctors in life and thought, typical of their times, some of the very best in the romantic spirit of their days; others, exemplars of human egoistical exhibitionism which makes for publicity. Of these men we have no right to expect substantial new facts or unfamiliar episodes, but their lives were so vivid and dominant of medical events, then and after, that this lively approach and quite objective analysis is altogether refreshing and delightful.

Our perennial need is for the John Morgans, the William Beaumonts, the Daniel Drakes. We have our share in each generation of the likes of Benjamin Rush and W. T. G. Morton and always will. The Ephraim McDowells and the Crawford Longs, so contrarily qualified and yet so precious, will be prized whenever the individual rather than institutional or bureaucratic physician can play his essential role. The qualities of reticence and dignity are particularly notable to us who suffer from almost universal personal promotion by self-advertising.

The stories in the book run quickly and with good vocabulary and phrasing. Yet we would wish to be spared "blame it on" and "outlawing of disease," holdovers from newspaper English.

This new contributor is welcome to the company of amateur medical historians. May he continue to decorate the field developed by the scholarship of Garrison and Sudhoff and their successors. Let us hope Mr. Flexner will try his hand on more recent medical lives and illustrate the social scene of the twentieth century as he has that of the eighteenth and nineteenth through highlights of medicine.

New York HAVEN EMERSON, M.D.

The World Over

EDUCATION FOR SOCIAL WORK, by Alice Salomon. 265 pp. Price $3 ordered direct of publishers. Verlag fur Recht und Gesellschaft, Zurich, Switzerland.

DR. SALOMON'S book breaks new ground in the field of social work. We have had a few—a very few—books, like Dr. Sand's Health and Human Progress, which have reviewed the activities of social work on an international scale, perhaps the most specific of them being the International Handbook on Child Care and Protection published by the Save the Children Fund of London. But none of those has at once attempted to describe the cultural philosophies of the different nations as they affected social work activities and as these in turn have been reflected in the organization and functions of their professional schools. Dr. Salomon is peculiarly well fitted to undertake this pioneer task by her long leadership in education for social work in the Germany before the Nazi, as well as by her extensive personal acquaintance with social workers of other lands than her own. It adds a bitter touch of irony that just as her book comes off the press, the Nazi authorities who on coming into power confiscated her school in Berlin, should have exiled her from Germany. She is now a woman of international fame, without a country.

The book consists of two distinct parts. The first is an historical and philosophical explanation of social work in more than twenty countries where there are schools of social work. This part is a truly unique

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contribution to the understanding of what is called social work, as perceived in many countries by a German woman of keen powers of observation and unusual capacity for social insight. Of course, some of it is not flattering to particular countries. It would not be as realistic as it is, if it were all commendatory. With some of it, representatives of any one country probably will disagree. But so far as I have knowledge of the source material Dr. Salomon has used, it is an honest and searching study from which we in this country as well as social workers elsewhere may benefit greatly.

The second part amounts practically to a directory, almost encyclopedic in scope, of the 166 schools in the thirty-two countries in which Dr. Salomon found records. It consists of the name, location and executive of each school, conditions of admission, object of the school and its curriculum, together with the number of its students and graduates for the academic year reported. It will come as one of many surprises that in so many countries—Belgium and France, for example—schools are under governmental regulation and subsidy, and certain sorts of positions in governmental services are open only to their graduates.

Dr. Salomon has laid down a base line from which the growth of professional education in future social work can be measured.

FRANK J. BRUNO
Washington University, St. Louis

Training Plus

PSYCHIATRIC SOCIAL SERVICE IN A CHILDREN'S HOSPITAL, by Ruth M. Gartland. University of Chicago Press. 105 pp. Price $1.25 postpaid of *The Survey*.

THIS is a frank and clear report of a two-year experiment in the integration of psychiatry and pediatrics, at the Bobs Roberts Memorial Hospital for Children, University of Chicago Clinics. It gives an exceedingly hopeful picture not only because of the results obtained but because of its point of view.

"The contribution of any psychiatric clinic depends upon the quality of its personnel. It is essential that its workers have more than intellectual training and experience. They need, in addition, the capacity to relate themselves to another, to follow the thoughts and feelings of that other with a view to meeting his problems." Meaning, to feel with people not merely to like them. Considering recent trends in psychiatric social work thinking, Miss Gartland observes, "What seems most important is that we are changing in feeling as well as in thinking." Unsuccessful cases, closed in the past with the notation, "Client uncooperative," might be closed today with the phrase, "Worker uncooperative and too reforming." "Focusing upon what we wish to know, we block our clients from a spontaneous expression of what they feel and think and so fail to see them as they really are." It is Miss Gartland's belief that there is treatment, positive or negative, in every contact and that research is better served if treatment is the paramount consideration.

Any social worker will find here case material and analysis exceedingly helpful in checking her own technique; in developing attitudes of patients and parents to this kind of service; and in maintaining a fresh and questioning approach to methods and values. For, Miss Gartland says, "Whether we really serve depends not so much upon what we do as on how we do it." Special skill was required in many cases where it was not the child who needed treatment but the mother; or the parents, who had kept the child a problem to solve their own unconscious resentments. The child's symptoms were revealed most often to the physicians, but it was to the psychiatric social worker that parents often emphasized their concerns about themselves.

A children's hospital seems to be a strategic place to render psychiatric service, says Miss Gartland, for early treatment should be more effective and of shorter duration than later. Students approach treatment with more hope and understanding when their initiation is in such a clinic as this one rather than as formerly, through a study of the

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psychoses. As one student expressed it, "Before studying psychiatric social work, I listened but I did not hear." This encouraging report makes it a pleasure to hear.

Unfortunately the little book is printed in type inexcusably small. The reader may have to be treated for eye-strain, but it will be worth it.

New York MILDRED SAWYER

Demonstration of Amity

MIXING THE RACES IN HAWAII, by Sidney L. Gulick. Hawaiian Board Book Rooms. 220 pp. Price $2.50 cloth, $1.75 paper, postpaid of *The Survey*.

TAKING a busman's holiday, Dr. Gulick has spent the year or so since his retirement from the Federal Council of Churches in adding yet another to his long list of studies in international and interracial relations. He interprets rather optimistically the progress of Hawaii as one of the world's demonstration centers of amity between people of diverse stocks and cultural antecedents, and more especially the parts played in this achievement by school and church. Yet he is fully aware of the problems that must be solved if there is not to be an unpleasant reaction. He holds that a commission form of government for the territory—now advocated in influential quarters—by depriving the Hawaiian population of responsible participation in public affairs, might produce schisms in their mutual relations, and might expose the loyalty of Americans of Japanese descent to a strain which does not now exist. Partly as a result of a considerable inflow of residents from the continental United States, there are many situations of seeming discrimination against the groups less close to the core of American life and thought, which hypersensitive Orientals tend to regard as symptoms of race prejudice. A commission form of government would accentuate such situations in number and seriousness.

BRUNO LASKER

California's Transients

NEWCOMERS AND NOMADS IN CALIFORNIA, by William T. Cross and Dorothy Embry Cross. Stanford University Press. 149 pp. Price $1.50 postpaid of *The Survey*.

DURING the depression years the young man following Horace Greeley's advice to go west in search of opportunity was likely to find himself herded into a shelter or camp, the object of a vast program of relief for the transient homeless. Gone was the free land for homesteading, gone the old welcome to the newcomer as agricultural worker and potential consumer. Yet, as the authors of this study point out, the motives that drive the majority of present day displaced and restless individuals and families are largely those that drove the pioneer.

Early chapters discuss the special need of aiding transients in California because of their numbers, and outline state and federal plans for relief and rehabilitation growing out of legislation in 1933. Later chapters point to the need of a permanent program under federal auspices with careful case work standards. Some interesting recommendations are made, among them: identification cards under which a family would be recognized by any public welfare agency, thus eliminating repeated investigation; a social service agency on wheels, similar "in scope and facility of movement" to the highway police; extension of subsistence homestead and resettlement programs to include certain transients. The appended bibliography lists, in addition to specific books on migrants, many current magazine articles, government documents, monographs, special studies, and books for background reading on California history, the family and the American community. Even Charles Dickens's The Uncommercial Traveller is here. The book is printed by the offset method from typewritten copy.

Napa, Calif. ANNE ROLLER ISSLER

Answer to Youth

SECONDARY EDUCATION FOR YOUTH IN MODERN AMERICA, by Harl R. Douglass; a report to the American Youth Commission of the American Council on Education. 137 pp. Price $1 postpaid from the council, 744 Jackson Place, Washington, D. C.

YOUTH itself, roused by its intolerable sufferings during the depression, has spoken to the world in voices which must be heard. Through forums, through its own papers, through youth congresses, through parades and strikes, it has voiced demands and presented programs. The answers of the adult world are beginning to come in.

This report is an answer from the educational world. It surveys the field of the needs of youth with adult detachment and suggests a program for secondary education which may seem conservative to leaders of the youth movement, but will seem radical to the mass of educators and average American citizens. Its style is not popular; it lacks the charm and readableness of Charles Beard's Charter for the Social Studies, which discusses some of the same topics; but it is a clear summary of the needs of youth and some educational proposals for meeting them.

Such a report must inevitably choose a philosophy of education and proposals for changing our system of education. Professor Douglass accepts as the objective of education in a democracy the training of those individuals capable of carrying on its cooperative life. Under modern conditions that objective can be obtained only by universal secondary education.

But a survey of our present high-schools shows that they do not meet the needs even of those of our youths who are in school. Instead of rejecting the youths who cannot or will not profit by our present educational program, Professor Douglass proposes that we find a program which will educate and employ all our youths from fourteen to twenty years. Its most important suggestion for this new program is the admission of sixteen to twenty-year olds to vocational activities, on a part time basis, to meet youth's desire to take part in the activities and responsibilities of adults. Our youths would thus be introduced and guided into the adult world. The questions of cost and specific changes in the curriculum are adequately discussed.

Greenwich, Conn. MAUDE THOMPSON

Welfare Primer

WE AND OUR NEIGHBORS, A WELFARE PRIMER; original text by Franklin H. Patterson. Price 75 cents from Community Chests and Councils, Inc., 155 East 44 Street, New York.

THIS novel booklet prepared by the Buffalo, N. Y. Council of Social Agencies in cooperation with Community Chests and Councils, Inc. is an introduction to welfare fields "for junior and senior highschool pupils and other students of social service." With a Van Loon frontispiece, it makes an appropriately "Van Loonish" historic approach to its subject, highlighting expressions of altruism from society's earliest beginnings. It moves swiftly to governmental and private social agencies of today, and their efforts for health and welfare. Interest is heightened by an easy, not too detailed style and suggestions for "our town" application of the topics considered.

RUTH LERRIGO

Dangerous Motherhood

MATERNAL DEATHS—THE WAYS TO PREVENTION, by Iago Galdston, M.D. Commonwealth Fund. 115 pp. Price 75 cents, cloth; 50 cents, paper; postpaid of the fund, 41 East 57 Street, New York.

THE renewed fight to prevent the unnecessary deaths of many thousands of mothers during pregnancy each year in the United States has received its greatest recent impetus from two sources: the careful studies of the exact causes of these deaths and the necessary measures to prevent them; and the nation-wide maternal and child health programs aided by funds appropriated under the social security act. This 110-page book, especially written for laymen and health workers, presents clearly the facts of the maternal mortality study in New York City and other similar studies of maternal deaths. The factors involved and their relative importance in causing maternal deaths are impartially discussed. Recent studies of maternal deaths have concluded that at least one half, and possibly two thirds, of such deaths were preventable. By "preventable" is meant that, if the patient had sought and received the best medical care throughout her entire pregnancy and at the time of delivery, it is unlikely that death would

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have occurred. That such care was not obtained may be the responsibility of the patient, the physician, or the community.

From this book and studies on which it is based, comes the conclusion that the reduction of the high maternal mortality rate in this country can be obtained only by (1) teaching women that abortion is an extremely hazardous procedure; (2) educating women to recognize that prenatal care by competent physicians throughout the entire pregnancy is essential both to her health and to that of the unborn child; (3) providing better clinical facilities for the undergraduate and graduate instruction of physicians; (4) providing funds so that all mothers can obtain adequate medical and nursing care throughout pregnancy and at time of delivery; and (5) conducting community surveys by cooperative efforts of medical groups, health departments, and community lay organizations. These surveys would determine the adequacy of existing facilities to provide the best medical, nursing, and hospital care for all expectant mothers and would provide for study of the maternal and infant deathrates in a community in an effort to learn where preventive measures are most needed.

Director EDWIN F. DAILY, M.D.
Maternal and Child Health Division
U. S. Children's Bureau

Timely Wisdom

BOARD MEMBER'S MANUAL: FOR BOARD AND COMMITTEE MEMBERS OF PUBLIC HEALTH NURSING SERVICES. Macmillan. 173 pp. Price $1.50 postpaid of *The Survey*.

SEVEN years after its first publication this valuable guide comes out in a new edition, fully revised and with much new material gathered and prepared by a committee of the National Organization for Public Health Nursing, Mrs. Frederick Dellenbaugh, chairman. While concerned primarily with boards in a single area of service it holds many a nugget of wisdom, both in principles and procedures, for board members of any social agency anywhere. An appreciative foreword is contributed by George E. Vincent. GERTRUDE SPRINGER

Health Educators' Handbook

HEALTH EDUCATION OF THE PUBLIC, by W. W. Bauer, M.D., and Thomas G. Hull. Saunders. 227 pp. Price $2.50 postpaid of *The Survey*.

REALIZING that many people who are eager and more or less qualified to help teach the public health, are handicapped by the lack of useful information, the authors have prepared a handbook in public health education. Dr. Bauer, director of health and public instruction for the American Medical Association, and Mr. Hull, director of the association's scientific exhibits, have wide experience and are eminently qualified for this task.

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The spoken word may reach many whom the written word would miss. Addresses delivered at meetings or over the radio are therefore valuable means of spreading health education. How to arrange for and carry out such programs is fully described. Visual aids—motion pictures, stereopticon slides and exhibits—are also analyzed and discussed.

Some splendid suggestions are included in the two closing chapters. A bibliography points out where further information can be gained. This practical manual fills a need long felt by a very large number of nurses, social service workers and others in allied fields who have been earnestly endeavoring to give the public practical and authentic health education.

New York BEULAH FRANCE, R.N.

For Reference

PAPERS ON THE SCIENCE OF ADMINISTRATION, edited by Luther Gulick and L. Urwick. The Institute of Public Administration. 196 pp. Price $3 postpaid of *The Survey*.

A COLLECTION of papers by outstanding experts in the field of public administration, brought together by the editors in the hope that their availability will advance the analysis of administration; assist in the development of a standard nomenclature; encourage others to criticize the hypotheses with regard to administration therein set forth and advance their own concepts fearlessly; and point the way to areas greatly in need of exploration. The impetus for the publication of this volume was the fact that no copies of these documents were available in any Washington library when they were needed by the President's Committee on Administrative Management. LOULA D. LASKER

Run of The Shelves

THE PUBLIC HEALTH NURSE, 54 pp.

FINE ARTS IN PHILANTHROPY, 61 pp., by Hugh Conyngton. Published by the department of philanthropic information, Central Hanover Bank and Trust Company, New York.

WRITTEN for the information of those who are designating money for philanthropies, these booklets give a concise, simple and accurate history of the fields covered, without "puffs" or fanfare. A very limited number available.

THE TOWNSHIP AND BOROUGH SYSTEM OF POOR RELIEF IN PENNSYLVANIA. by David K. Bruner. 175 pp. Price $1.50 postpaid from the author, division of social work, University of Pittsburgh, Pa.

THIS exhaustive study of the county as compared with the small district unit for poor relief administration was made by Mr. Bruner in 1934, in the course of a state-wide poor relief study by the Pennsylvania Department of Welfare. While the value of the present document now is largely historic and comparative, it combines the thoroughness of the Ph. D. thesis with the enduring practical interest attaching to studies of economy in public expenditure.

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